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ANNUAL REPORT  
OF THE  
PUBLIC PRINTER

FOR THE FISCAL YEAR  
ENDED JUNE 30  
1925



GOVERNMENT PRINTING OFFICE  
WASHINGTON  
D. C.

## GOVERNMENT PRINTING OFFICE

**Public Printer.**—GEORGE H. CARTER, Iowa

**Deputy Public Printer.**—JOHN GREENE, Massachusetts.

**Production Manager.**—ELLWOOD S. MOORHEAD, Pennsylvania.

**Assistant to Public Printer.**—MISS MARY A. TATE, Tennessee.

**Chief Clerk.**—HENRY H. WRIGHT, New York.

**Assistant Chief Clerk.**—J. THOMAS FORD, New York.

**Superintendent of Accounts and Budget Officer.**—JAMES K. WALLACE, Ohio.

**Assistant Superintendent of Accounts.**—FRANK E. BUCKLAND, Indiana.

**Purchasing Agent.**—ERNEST E. EMERSON, Maryland.

**Assistant Purchasing Agent.**—WILLIAM J. CASSIDAY, District of Columbia.

**Superintendent of Documents.**—ALTON P. TISDEL, Ohio.

**Assistant Superintendent of Documents.**—MISS JOSEPHINE G. ADAMS, District of Columbia

**Superintendent of Planning.**—WILLIAM A. MITCHELL, North Carolina.

**Assistant Superintendent of Planning.**—ROBERT W. SUMMERS, New York.

**Storekeeper and Traffic Manager.**—WILLIAM H. KERVIN, New York.

**Assistant Storekeeper.**—GEORGE LAMB, Pennsylvania.

**Medical and Sanitary Officer.**—DR. DANIEL P. BUSH, Nebraska.

**Assistant Medical and Sanitary Officer.**—DR. JOHN F. ATKINSON, Indiana.

**Chief of Tests.**—EDWARD O. REED, District of Columbia.

**Disbursing Clerk.**—EDWARD J. WILVER, Pennsylvania.

**Instructor of Apprentices.**—BURR G. WILLIAMS, Iowa.

**Congressional Record Clerk.**—WILLIAM A. SMITH, District of Columbia.

**Superintendent of Printing.**—HENRY W. WEBER, Indiana.

**Foreman Linotype Section.**—WILLIAM D. SKEEN, Pennsylvania.

**Foreman Monotype Section.**—JAMES H. HESLET, Kansas.

**Foreman Proof Section.**—MARION E. BULLOCK, Maryland.

**Foreman Hand Section.**—HUGH REID, Wisconsin.

**Foreman Job Section.**—ALLAN C. CLOUGH, New Hampshire.

**Foreman Patents Section.**—CHARLES GARRELS, Illinois.

**Foreman Library Printing Branch.**—JOHN L. GETMAN, New York.

**Chief Type Machinist.**—DANIEL L. LIDDLE, Michigan.

**Superintendent of Presswork.**—BERT E. BAIR, Michigan.

**Assistant Superintendent of Presswork.**—DANIEL BECKWITH, New Hampshire.

**Foreman Main Pressroom.**—DANIEL I. LEANE, New York.

**Foreman Job Pressroom.**—JAMES E. VEATCH, New York.

**Foreman Postal Card Section.**—JOSEPH A. FENTON, Michigan.

**Foreman Money Order Section.**—JOHN A. MASSEY, Jr., Georgia.

**Superintendent of Binding.**—MARTIN R. SPEELMAN, Missouri.

**Assistant Superintendent of Binding.**—JOHN A. PATTERSON, New York.

**Foreman Pamphlet Binding Section.**—JAMES F. FITZPATRICK, New York.

**Foreman Ruling and Sewing Section.**—WALTER H. OLIVER, Maine.

**Foreman Library Binding Branch.**—CHARLES F. WESTON, Massachusetts.

**Superintendent of Platemaking.**—EDWARD G. WHALL, Massachusetts.

**Assistant Superintendent of Platemaking.**—EDWARD A. KERR, Massachusetts.

**Foreman Molding Section.**—JAMES H. BABCOCK, Jr., Rhode Island.

**Foreman Photo-engraving Section.**—WILLIAM H. MEYER, Maryland.

**Night Assistant Production Manager.**—EDWARD A. HUSE, Massachusetts.

**Assistant Superintendent Presswork, night.**—JOHN D. MEYERS, Ohio.

**Foreman Monotype Section, night.**—WILLIAM A. MORRIS, Missouri.

**Foreman Linotype Section, night.**—HARRY L. MURRAY, Pennsylvania.

**Foreman Proof Section, night.**—HERMANN B. BARNHART, Indiana.

**Foreman Hand Section, night.**—GEORGE O. ATKINSON, Massachusetts.

**Superintendent of Construction and Maintenance.**—ALFRED E. HANSON, Massachusetts.

**Chief Draftsman.**—HENRY A. LUDWIG, Maryland.

**Chief Carpenter.**—ABRAAM B. BATTON, Maryland.

**Chief Machinist.**—MICHAEL J. MCINERNEY, New York.

**Chief Electrician.**—EDWARD H. BRIAN, District of Columbia.

**Chief Engineer.**—WALTER A. BROWNE, New Hampshire.

**Chief Pipefitter.**—OVLUP H. GEORGE, New York.

**Construction Foreman.**—DANIEL W. BRUCE, District of Columbia.

**Foreman Sanitary Section.**—JOSEPH L. MAY, Virginia.

**Chief of Delivery.**—WALTER G. COFF, District of Columbia.

**Captain of Guards.**—CHARLES H. WARNER, District of Columbia.



# ANNUAL REPORT OF THE PUBLIC PRINTER

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GOVERNMENT PRINTING OFFICE,  
OFFICE OF THE PUBLIC PRINTER,  
Washington, D. C., December 31, 1925.

*To the Congress of the United States:*

In compliance with law, I have the honor to submit the following report concerning the work of the Government Printing Office for the fiscal year ended June 30, 1925, and also for the last half of the calendar year ended December 31, 1925:

The most accurate measure of the success of a manufacturing establishment is its operating cost. Tested by that gauge, the Government Printing Office was more successful during the fiscal year 1925 than ever before in the 65 years of its operation. This record has been achieved notwithstanding the \$880,000 increase of wages authorized by Congress, the assumption of the \$890,000 annual bonus payment as an additional wage charge, and the necessarily large expenditures for improved equipment and construction and repair work, all of which added approximately 20 per cent to the cost for the year.

On account of this exceptionally heavy burden, which the Government Printing Office had to assume during the year without any additional appropriations, the charges for work were necessarily increased. However, the departments were relieved of any serious embarrassment to their printing activities by a curtailment of \$525,794 in the expenditures of this office for labor and material, other than emergency postal-card stock, from March 7 to June 30, 1925, and by the increased production of a smaller force.

## EXPENSES MET BY CHARGES FOR WORK

Operating expenses, including material and equipment, and charges for work are necessarily synonymous terms in the finances of the Government Printing Office, inasmuch as the Public Printer is required by law to charge the entire cost of operation each year to the annual output. Therefore, in considering the charges for printing, it should be borne in mind that they cover every expenditure of the Government Printing Office for the year, including the entire cost of all new equipment, all construction, repair, and maintenance services, and, of course, all expenditures for wages and materials.

How closely the charges for work conform to the cost is shown by the fact that the charges of \$11,532,000 for the finished product in the fiscal year 1925 exceeded the cost by only one-fifth of 1 per cent. In other words, the office supported itself with the income

from work completed for Congress and the various departments of the Government.

A comparison of the scale of prices in effect on April 5, 1921, when the present Public Printer was placed in charge of the Government Printing Office, with the charges made since that time show that, except for the increase in wages, the establishment is now being operated at less expense than it was prior to 1921. Compared with the scale of April 5, 1921, the gross decrease in charges from that date to and including the fiscal year 1924 amounted to \$2,052,038, while the charges on miscellaneous items were increased \$787,090, making a net decrease in charges of \$1,264,948 for the four years 1921-1924.

The wage increase authorized by the Kiess Act, which also transferred the \$240 annual bonus payment to a wage charge, required an advance of approximately 15 per cent in the scale of prices over the rates for the fiscal year 1924, but, owing to the reductions in the preceding three years, the net increase for 1925 over the scale on April 5, 1921, was only 8 per cent, or approximately half of the increase in wage charges for the full year.

#### REDUCTIONS MADE IN SCALE OF CHARGES

Although anticipating the report for the fiscal year 1926, it seems fitting at this time to state that since July 1, 1925, two further reductions, totaling 5 per cent, have been made in the scale of charges. If the reduced charges remain effective throughout the fiscal year 1926, as is expected, the net increase over 1921 will be less than 4 per cent, or approximately \$417,000, notwithstanding the additional wage cost of \$1,680,000 per annum. It appears fair, therefore, to assume that, if the wage cost had not been increased, the charges for the same volume of work would be \$1,263,000 less in 1926 than prior to April 5, 1921. Included in the lower operating cost is a decrease of approximately \$700,000 in the price of paper and other materials, deducting which would make the net reduction in charges, other than wages, for the fiscal year 1926, approximately \$560,000 less than the 1921 charges for the same amount of work. The greatest reduction was in the cost of postal cards and money orders, due largely to lower prices for paper.

A decrease of approximately \$100,000 was made in the cost of printing speeches charged to Members of Congress from 1921 to 1926, as compared with the charges prior to April, 1921. This indicates an actual saving to Senators and Representatives of that amount in their personal expenditures for pamphlet copies of speeches.

Notwithstanding the increased labor costs and additional expenditures for necessary machinery and equipment, the Public Printer has been able in the last five years to save \$4,778,486.25 out of the funds available for expenditure by the Government Printing Office, and has returned that sum to the Treasury of the United States. The unexpended balances for the five-year period 1921-1925 were nearly 8 per cent of the total available resources of \$62,683,170.42. For the preceding five-year period 1916-1920 the unexpended balances, including the large sums left on hand when the armistice sud-



denly ended the vast printing requirements of the war, amounted to \$2,962,491.20, or \$1,815,995.05 less than for the five years of the present administration.

#### SAVINGS COMPLY WITH PLEDGE TO BUDGET

The available resources of the Government Printing Office have now reached rock-bottom under the new and more economical financial system started three years ago, and large unexpended balances can not be assured for the future. However, the Public Printer succeeded in fulfilling his reserve pledge to the Bureau of the Budget and also qualified in the President's "2 per cent savings club" for the fiscal year 1925 with an unexpended balance of \$128,267.80, which was gratifying in view of the fact that no additional appropriations were made to meet the largely increased expenditures for wages under the Kiess Act, which became effective during the year.

Besides the balances of \$4,778,486.25 unexpended in the five years 1921-1925, the Public Printer also deposited in the Treasury during the same period the sum of \$1,303,416.52 from the disposal of waste paper, obsolete material and equipment, and surplus receipts from the sale of Government publications. By these unused balances and deposits, which came from an economical and businesslike operation of the Government Printing Office, the Treasury of the United States has profited to the extent of \$6,081,902.77 during the five years.

The record of the Government Printing Office for increased efficiency in the last five years is also substantiated by the production of printing and binding during that period. The charges for work done in the five years 1921-1925 amounted to \$54,382,863.93, an increase of \$2,457,407.34 over the previous five-year period 1916-1920. This increase is especially noteworthy considering the fact that the preceding five years 1916-1920 covered the war period when the high price of paper added greatly to the charges, and a peak force of 5,307, or 1,300 more than at present, was employed.

The charges to Congress and other establishments of the Government for printing and binding products completed in the fiscal year 1925 amounted to \$11,532,954.66, to which should be added \$800,000, the estimated expenditure for labor and material on jobs not completed or charged during the year. The year's total production may therefore be valued at \$12,332,954.66. The charged product was \$2,253,033.29 more than for the preceding fiscal year 1924. Although the increase in the cost of the product for 1925 was due partly to the higher wage expense, there was actually a greater output, which is properly attributable to greater efficiency and more productive machinery.

During the last five years the Government Printing Office has operated with an annual average of 410 fewer employees, including apprentices, than were on the rolls in the preceding five years. The average number employed during the period 1916-1920 was 4,591, as compared with 4,181 for the period of 1921-1925. In the past year it was necessary to reduce the force to a minimum of 3,916, but the printing requirements of Congress for the present session have brought the force up to approximately 4,000 employees. It is believed that this number will meet the average needs of the office for some time.

## 457 FEWER EMPLOYEES THAN IN 1921

The present force numbers 457 less than the former Public Printer left on the rolls at the expiration of his term of office on April 4, 1921, and the reduced force is doing more and better work.

In the five years 1921-1925, the smaller force produced 1,548,-033,545 more printed blanks, cards, letterheads, and minor jobs than did the larger force during the five years 1916-1920. For the same period, 1921-1925, the charges show 784,637 more pages of type and 222,447,800 more money-order forms than during the five years 1916-1920.

Linotype operators increased their average output 164 ems per hour, and monotype keyboard operators added 358 ems per hour to their averages during the last five years, as compared with the averages for 1916-1920.

Increased production in the fiscal year 1925 over 1924 included 128,787,673 more copies of blanks, notices, schedules, cards, and minor jobs, totaling 2,828,523,402 copies for the year; 6,301,973 more copies of miscellaneous publications, totaling 14,950,885 copies for the year; 919,362 more copies of patent specifications, totaling 5,298,-862 copies for the year; and 59,070 more copies of the weekly Patent Office Gazette, totaling 306,496 copies for the year.

Printing for the Patent Office has become the biggest single job handled by the Government Printing Office, requiring the output of 50 to 60 linotype machines working 8 hours a day throughout the year. In the fiscal year 1925 there were printed 149,643 pages of patent and trade-mark specifications, an increase of 29,041 pages over the preceding year. The average weekly issue of patents now exceeds 900, an increase of 150 since the force of the Patent Office was increased about a year ago.

To expedite printing for the Patent Office a special patents section was organized in the Government Printing Office during the year and fully equipped to handle every operation connected with the work, from the setting of type to the delivery of the product. This section has 40 linotype machines, the overflow copy being handled in the regular linotype section, and is also equipped with four cylinder presses, which are kept busy turning out millions of copies of the printed specifications. All patent printing has to be completed weekly on a definite time schedule, which adds greatly to the problem of handling the tremendous amount of type, but the office has succeeded in meeting all the requirements of the Patent Office.

## ENORMOUS OUTPUT OF POSTAL CARDS

Another tremendous job of a different sort, being almost entirely a presswork and shipping problem, is the printing of all the postal cards used throughout the entire United States. A new record for this work was set in the fiscal year 1925 by printing 1,595,376,890 cards, which exceeded the 1924 output by 342,303,710. The Post Office Department estimates that it will use 1,791,299,000 postal cards in the next fiscal year.

The vast increase is due largely to the new postal revenue law, which requires a 2-cent stamp on a private card, but continues the



1-cent rate for the card furnished by the Government. Evidently, the public has taken full advantage of the generosity of Congress in supplying and carrying the Government cards for 1 cent each and has largely discontinued the use of commercial cards, which require 2 cents' postage, in addition to the cost of the cardboard and the printing.

To meet the anticipated demand for the Government cards, the Post Office Department placed an order for the printing of 300,000,000 additional cards as soon as the postal revenue law was passed in the closing hours of the last Congress. On account of this requirement, the production of postal cards was increased from 4,300,000 to 20,000,000 cards daily, the larger output including 10,000,000 individual cards, counted in packs of 50 each and placed in cartons of 500 cards each, and 10,000,000 cards printed in sheets of 48 cards each and packed in wooden boxes of 12,000 cards. The sheet cards are used by commercial printers and large business establishments, to whom the Government generously delivers the sheets without extra charge for the paper and, when printed and cut into individual cards, carries them in the mails at the old rate of 1 cent each. Consequently, the demand at once became overwhelming for the 1-cent stamped Government card to replace the private card which requires a 2-cent stamp.

In complying with the abnormal orders for postal cards, the presses maintained an average daily production of more than 22,000,000 cards for a number of days, and set a new record of 26,000,000 cards for one day's work. Between April 7 and July 1, 610,322,016 postal cards were produced. The printing of the additional cards required the operation of five flat-bed presses besides the two regular postal-card presses.

#### HOW THE RUSH ORDERS WERE HANDLED

But presswork was not the only extra burden placed on this office by the rush orders for additional millions of postal cards. Paper mills had to make plans to produce as soon as possible at least 1,000,000 pounds of additional cardboard, 500 extra plates were hurried through the electrotyping room, and an enlarged force trained to inspect, count, pack, and box the forthcoming avalanche of cards. In 39 days the carpenter shop made 19,500 boxes for the shipment of sheet cards, and the year's total was 39,649 boxes. Every operation connected with the printing and distribution of postal cards was handled by the Government Printing Office, the packages being sent direct to the thousands of postmasters and postal agencies throughout the United States and Panama. All this was done and the big job handled in record time.

Recently the Government Printing Office has installed three new postal-card presses that are marvels for production and mechanical perfection. Each press will produce 6,400 printed postal cards a minute, and the three presses have a combined output of over 7,000,000 cards for an eight-hour working day. A 33-inch roll of paper is used for printing the cards, 80 cards being printed with each revolution of the plate cylinder. After being printed, the roll of paper is slit into 10 ribbons of postal-card width, which are then

chopped into individual cards at lightning speed, automatically counted into packs of 50 cards each, and delivered on tape conveyors to a table at the end of the press, where a group of women separate each pack with paper bands and place them in cartons of 10 packs each. A device is now being perfected to band and pack the cards automatically.

The new presses can also be adjusted to print and cut the paper into sheets of 40 cards each and to print on both sides of a perforated double card as required for the well-known "reply" cards.

The new postal-card presses were designed to make use of a lighter weight postal-card stock without affecting the quality of the card. In fact, the lighter weight card is stiffer and feels more substantial than the old card. This has been made possible by printing the new cards with the grain of the paper running lengthwise instead of crosswise, as in the old cards. Millions of the lighter weight cards are now in use, and, as far as this office knows, the public has not observed the change. The new card is 10 per cent lighter in weight, but it is more firm in handling than the old card, owing to the resistance of the lengthwise grain.

#### SAVING IN OPERATION OF NEW PRESSES

The reduced weight will effect an annual saving of approximately 900,000 pounds of paper, costing \$55,000, based on a normal year's requirement of 9,000,000 pounds of paper. The saving will pay for the new presses in less than three years and provide a way for future reduction of the expense of furnishing 1-cent postal cards to the public.

It may be of further interest to note that the Government Printing Office has reduced its charges to the Post Office Department for postal cards for the last five years by \$2,201,515, as compared with the charges in effect on April 5, 1921. Nearly all of the decrease, however, was due to the lower prices of paper which the Government Printing Office was able to obtain for the benefit of the Post Office Department.

#### RECORD IN PRINTING OF MONEY ORDERS

A new record was also established in the printing of approximately 220,500,600 post-office money-order forms during the fiscal year 1925, which topped last year's record mark by 30,808,600, an increase of 16 per cent. Money-order forms are produced from rolls of sensitized and watermarked paper by special presses which, in a continuous operation, print on both sides of the sheet, two colors on one side, consecutively number each order in several places, print the name and number of the respective post office on each order, perforate the purchaser's stub, and collate according to the consecutive numbers. The sheets are then verified, put into packs of individual orders, and bound into books of 200 orders each for the convenience of the postmaster.

The year's output was 1,102,503 of such books, an increase of 154,043 over the previous year's record.

The books of money orders are sent by registered mail direct from the Government Printing Office to the respective postmasters, the



Post Office Department having no work to do in connection with the printing and distribution of the vast supply of money-order forms except to transmit the requisitions to the Government Printing Office and handle the packages in the mails.

The annual fluctuation in the quantity of money orders required in the trade of the country has long been considered an accurate barometer of business conditions. The tremendous increase in the demand for money orders during the last two years, breaking all former records of the office for 18 years, can be accepted, therefore, as an assured indication that business conditions throughout the United States are steadily improving and that the upward trend of general prosperity has substantial support in the use of nearly 40,000,000 more money orders during 1925 than were required to transact the people's business two years ago. As each money order may call for the transfer of funds up to \$100, some idea may be had of the vast volume of trade that is represented by the 220,500,600 money orders printed for use last year.

The work of printing postal cards and money orders increased so greatly that it was necessary to provide more and better space for these important operations. An entire floor of one building was especially equipped to handle this work and provided with everything necessary to expedite and safeguard the product. The new section is a compact unit entirely separated from the other work of the office. Special elevators and chutes facilitate handling and shipping the product which is stored on the floor below in a large fire-proof vault having a capacity of 150,000,000 postal cards. The workroom is provided with every convenience, including a balcony for lockers and wash rooms for the employees who handle in safety and without loss the annual product of money orders and postal cards which have a possible money value of more than \$22,000,000,000, if converted into cash for the maximum amount.

#### BIG INCREASE IN VARIOUS PRODUCTS

Postal cards and money-order forms do not constitute the major task of the Government Printing Office; in fact, they are only a minor incident of the tremendous annual output of printed products. As before stated, the office printed a total of 2,828,523,402 copies of all kinds of blanks, notices, schedules, cards, and minor jobs during the fiscal year 1925, an increase of 128,787,673 copies over the production for 1924.

The output of various sized publications, mostly quartos and octavos, numbered 88,287,859 copies, which was slightly less than for the preceding year, when a considerably larger force was employed on this work. Of these publications, 1,840,026 were bound.

The letter-writing activities of the Government during the year 1925 required the printing of 114,346,674 letterheads, noteheads, and envelopes, a decrease of 19,522,960 from 1924, but these figures do not tell the full story of the toil of Government typewriters, for millions more of letterheads are printed by multigraph and other processes, and many more millions of envelopes are obtained under contracts awarded by the Post Office Department.

The total number of copies of various kinds of jobs printed and bound by the Government Printing Office during 1925 topped the

3,000,000,000 mark, the exact figures being 3,042,267,348, which was an increase of 106,366,646 over the fiscal year 1924. Paper for these publications cost \$2,625,610.17; composing-room work cost \$3,340,-639.36; bindery work, \$2,273,638.42; press work, \$1,250,994.46; electrotyping and stereotyping, \$254,413.89; illustrations, \$223,689.82; and, including various other items, the total charge for the year amounted to \$11,532,954.66. In addition, the office expended approximately \$800,000 for labor and material on jobs that were not completed during the year, and consequently are not included in the year's total of computed charges.

#### EXCELLENT WORK OF ACCOUNTING DIVISION

To account for this enormous product, 52,731 separate job instructions were prepared, 45,830 cost estimates were rendered, and 66,000 bills computed for the payment of charges by the various departments of the Government. The watchfulness of the accounting division is evidenced by the fact that all of the bills for the year have been collected with the exception of \$82.24, which remains to be paid out of the total of more than \$11,000,000 charged. The accuracy also of the accounting and purchasing divisions is attested by the disallowance during the year of only \$167.56 out of the \$11,000,000 of expenditures reviewed by the General Accounting Office. These minor disallowances for errors have all been refunded to the Treasury.

Increased output for the fiscal year 1925 was accomplished with 240,641 less hours of overtime, Sunday, and holiday work than in 1924, which effected a reduction of \$195,775.43 in the annual expenditures for extra work.

Printed matter issued by the Government during the year required the setting of 2,128,394,700 ems of type. This would make 118,244,000 lines of type if made ordinary newspaper column width, and such column set solid would make a string 1,113,410 feet, or 210 miles, in length. The type was made up into 1,796,688 pages, and the total number of copies printed of these pages was 3,979,798,364. It took 275 proof readers a year to read all this printed matter. An individual who aspires to read all the literature of the Government would have to outlive Methuselah, and even then he would in a few years be hopelessly behind the current publications of the vast army of Government writers.

The production of type showed a gratifying increase of 83,729,800 ems over the preceding year. The increase is attributable partly to the good work of the apprentices, who set 21,858,000 ems during the fiscal year 1925, as compared with an output of 6,136,000 ems in 1924, when less experienced. The machine-composition sections had an average of 75 more operators on the rolls in 1925, but these sections worked 70,873 less extra hours on overtime, Sundays, and holidays than in 1924.

#### TYPE-MACHINE OPERATORS INCREASE AVERAGES

The larger part of the increased composition in 1925 is due, however, to the higher averages maintained by the linotype and monotype operators. This was noticeable after adoption of the new wage



scale, which classified the operators into groups based on production for a three-month period.

The new wage scale provides a rate of \$1 per hour for regular linotype operators averaging from 3,700 to 4,000 ems of type per hour, and \$1.05 per hour for 4,000 ems and over; and a rate of \$1 for regular monotype keyboard operators averaging from 5,000 to 5,600 ems per hour and \$1.05 for 5,600 ems and over per hour.

At the first quarterly readjustment of wages, all but 94 linotype operators and 29 monotype keyboard operators had attained the higher rate based on increased production. The quarterly readjustment on October 1, 1925, placed all but 25 linotype operators and 17 monotype keyboard operators in the top class.

The average number of ems set during the fiscal year 1925 by all the operators in the linotype section was 4,171 per hour per operator, as compared with an average of 3,715 per hour for the fiscal year 1924. For the five years 1921-1925 the linotype average was 3,869 ems, and for the five years 1916-1920 the average was 3,705 ems, with the low mark of 3,545 in 1920, the last year of the preceding administration. Linotype composition is mostly in 8 and 10 point, 26 picas wide.

Operators in the monotype keyboard section set an average of 5,772 ems per hour in the fiscal year 1925, as against an average of 5,048 in 1924. The average of monotype keyboard operators for the five years 1921-1925 was 5,204 ems per hour, and for the five years 1916-1920 it was 4,846 ems per hour, with the low mark of 4,528 ems in 1920. The greater part of monotype composition is tabular work.

#### MACHINERY EQUIPMENT LEADS THE INDUSTRY

The machine-composition sections are equipped with 144 linotypes (including 48 of the latest model, No. 25), 120 monotype keyboards, 126 monotype casters, 2 monotype material casters, 2 Ludlows, and 1 intertype. This is the largest battery of type-setting machines in any printing plant in the world. With bindery and pressroom equipment on a similar scale, it is possible to set up, print, bind, and mail 35,000 copies of a 256-page Congressional Record in a single night, or to complete a 935-page book, as was done for the Conference on the Limitation of Armament in 1922, in 40 working hours. In fact, the extreme capacity of the Government Printing Office has never been fully tested as yet.

During the year the equipment of the linotype and monotype assembling rooms was extensively rearranged for more expeditious handling of the work. It is believed that the layout of these rooms is now a model for the printing industry.

#### PERSHING'S LINOTYPE IN PLACE OF HONOR

Occupying a place of honor in the world's greatest battery of linotype machines is the so-called Pershing machine which was used at General Pershing's headquarters in France to set type for the most confidential communications of the General Staff of the American Army. The Pershing machine is a model No. 5 linotype of American manufacture, but was originally equipped with a French keyboard and designed to cast slugs lower than American height.

The machines were provided with gasoline heaters to melt the type metal, but this equipment was so dangerous on account of frequent explosions, from which the operators had several narrow escapes, that electric heaters were secured from the United States.

When General Pershing decided to establish a printing plant at his headquarters in Chaumont he detailed Maj. W. W. Kirby to procure the necessary equipment in France. Major Kirby located two linotype machines in a small French printing office, and, despite the protest of the French Military Commission, transported them by canal and truck to General Pershing's headquarters.

When General Pershing gave up his headquarters at Chaumont, the linotype machines were placed on motor trucks and became part of a fully equipped printing train operated by the Twenty-ninth Engineers. This train accompanied the Commanding General of the American Army throughout the war in France. The printing train of trucks was frequently close to the battle front, and several times subjected to heavy shell fire by the Germans. Nevertheless, at all times and under all conditions the mobile printing plant continued to issue daily the publications which were so essential to the information service of General Pershing's staff.

After the armistice the war printing plant was dismantled and shipped to Camp Humphreys, Va., from which place the Pershing machine was finally transferred to the Government Printing Office.

Although the war machine has been completely reconditioned and now looks much like the 143 other linotypes with which it keeps pace in setting type for prosaic Government documents, it seems to have a more distinguished individuality than all the other machines. Employees hold it in special veneration, and every visitor does homage to the historic machine whose types had recorded war secrets of vital importance and had so faithfully done their bit to help win the World War. Copies of the confidential publications of the Pershing printing plant have been preserved in the Army War College for further use by the General Staff School. Some day a bronze plate recording its war record will be placed on the Pershing machine, so that its distinguished military service may never be forgotten.

The Government Printing Office also has an intertype machine which rendered good service at the navy yard during the war; this machine also has been rehabilitated to continue valuable service as a peaceful citizen in setting type for patent specifications.

#### PROOF READING SHOWS GAIN FOR THE YEAR

The proof room kept up with the output of the typesetting machines by reading 1,146,884 galleys of printed matter during the year, an increase of 115,165 galleys, or 11 per cent more than for the preceding year. The increased work was done with a daily average of 275 readers, or 42 more than the average for 1924. The proof room worked 37,933 less hours on overtime, Sundays, and holidays in 1925 than in 1924.

From the proof room records it is evident that technical publications by the Government are increasing considerably. During the year 172,696 galleys of technical matter were read, an increase of 52,182 galleys over 1924.



Many changes were made during the year in the physical appearance of the proof room, so that now it is by far the biggest, best equipped, and most ideal proof room in the world. By removing an old vault and type-storage tables; approximately 2,000 more square feet have been made available for the proof room, allowing a rearrangement of the force to much better advantage. Space and equipment have been provided for 88 additional readers, so that the room will accommodate 342 readers, revisers, and copy editors. Separate locations have been assigned to these groups. Suitable bookcases have been provided for the reference library, which is an important part of any proof-room equipment. Trojan lights, similar to the new lighting of the composing and press rooms, have been installed according to the plan of gradually replacing all the old fixtures throughout the building. At the rear of the room a fireproof mezzanine floor has been erected providing space for 250 lockers which formerly were scattered around the work floor.

The job section of the printing division was also kept busy during the year in handling 32,845 jackets (separate printing jobs), an increase of 223 over the preceding year. The extra work by the job-room force was done with a daily average of 12 fewer employees on the rolls and 3,877 less hours of extra time.

The branch printing office in the Library of Congress likewise increased its output with a slightly smaller force. During the year it printed 14,364,500 library catalogue cards, an increase of 2,000,000 over the 1924 production and 2,600,000 over 1923. Extra copies of these cards are sold to libraries throughout the country, the receipts of the Library of Congress from these sales in 1925 amounting to \$140,701.89.

#### GOOD WORK OF THE PLATE-MAKING DIVISION

In addition to the setting of more than 2,000,000,000 ems of type, 10,447,231 square inches of electrotypes and stereotype plates were made during the year to facilitate the work of the printing presses. Although the plate-making division operated with nine fewer employees, its production decreased only 193,953 square inches, or 2 per cent under the 1924 output. The expenses of the division for the year decreased 7 per cent, while the computed product increased 16 per cent. The expenditure for overtime, Sunday, and holiday work was less than half the amount paid for extra work in the preceding year.

Included in the plate production were 371,426 square inches of nickeled stereotypes made according to a process which the Public Printer obtained in England through the courtesy of Mr. H. Langley Jones, managing director of the Cornwall Press of London. This process is a satisfactory and economical substitute for the more expensive electrotypes plates which had been used too extensively in Government printing for many years. The increase in use of nickeled stereotypes is shown by the production of only 7,184 square inches during the preceding year, as compared with 371,426 square inches in 1925.

The stereotyping room has also been equipped with a new battery of casting boxes and improved machines for producing plates for the Congressional Record and similar size publications. Other new

equipment installed in the plate-making division during the year includes a plate precision machine, wax-ruling machine, proving presses, and shaving, beveling, and curving machines of the latest type.

The photo-engraving section, which was established by the present Public Printer in 1922, is rapidly becoming one of the most important units in the office. It is equipped with four large cameras and the necessary workmen and machines to handle their output. During the year 1,914 square feet of floor space had to be taken from the main cafeteria room and added to the photo-engraving section to provide suitable accommodations for the increased work. The completed product of halftones and line cuts for the year was 664,438 square inches, the increase in halftones being 33 per cent and line cuts 17 per cent. Included in the line-cut production was an average of more than 1,200 cuts weekly for the Patent Gazette. The production shows a substantial gain for the year, and assures a self-supporting photo-engraving section.

#### PRESSES KEEP PACE IN BIG PRODUCTION

The big pressrooms, operating 170 presses ranging from small jobbers to 64-page rotaries, kept pace during the year with the tremendous production of type and plates. The presswork division, with a slightly decreased force and 27,000 less hours of extra work, produced 78,449,828 more chargeable impressions in 1925 than in 1924, the total output of chargeable impressions for 1925 being 2,129,585,506.

The total number of actual impressions run off was 471,384,300, a decrease of 8,909,392 from 1924. This decrease of actual impressions reflects additional credit for the economical operation of the presses, inasmuch as the big increase of chargeable impressions, with a substantial decrease of press operations, shows a most commendable effort toward the combination of forms for greater press output.

Two 64-page Hoe presses have been especially designed and built for the printing of the Congressional Record and publications of similar size. These presses have recently been erected in the new Record pressroom, and it is expected that they will be in satisfactory operation during the present session of Congress. The two new presses will supplement three old presses that have been in almost constant use for more than a quarter of a century. The new presses are constructed to print signatures of 4 to 64 pages, and to fold, gather, and paste or wire-stitch the separate signatures at the rate of approximately 12,000 copies per hour. The entire equipment is built according to the latest and best design for printing press machinery.

With the five new and old presses available for the Congressional Record, it will be possible to print over night a 256-page Record daily whenever the proceedings of Congress fill such a volume. The Record now averages 80 pages daily, and near the close of a session frequently exceeds 100 pages daily. The largest daily Record ever printed consisted of 366 pages of railroad records which the late Senator La Follette inserted in the Senate proceedings of May 6, 1914.



## EQUIPMENT FOR CONGRESSIONAL RECORD

For more expeditious and economical printing of the Congressional Record, an entirely new section has been provided on the second floor of the main building. There will be performed every operation in connection with the publication and distribution of the Record, except the typesetting, proofreading, and platemaking, which will continue to be done in their respective divisions. Adjacent to the new presses are two new 11-box gathering machines for collating and wire-stitching extra signatures whenever a day's Record makes more than 64 pages. At the end of the gathering machine is a powerful new continuous trimmer, and from the trimmer the finished copies go to the nearby mailing tables, where they will be wrapped and carried by moving belts to mail sacks at the end of tables.

As rapidly as the sacks are filled they are dumped into a chute and transported by a belt conveyer through a tunnel to the city post office, where they are transferred to the Union Station and placed on outgoing trains, all within five minutes after leaving the Government Printing Office. Thus, 350 sacks of Records are dispatched nightly when Congress is in session. Heretofore the Record has been printed on the first floor, and the 35,000 copies hauled by elevator to the fifth floor, where they were gathered, stitched, trimmed, wrapped, and sent by chute back to the basement conveyer. All this work will be done by consecutive and closely connected operations in one room on the second floor.

## BUSY OPERATIONS OF THE BINDERY

The bindery, owing to the smaller editions printed of many publications, shows material decrease in a number of its major operations. Nevertheless, 6,230 more jackets (separate jobs) were completed in 1925 than during the previous year, and this work was done with an average force of 32 fewer employees which accomplished the task with 36,632 hours (58 per cent) less extra time. Uncompleted bindery work on hand at the end of the year decreased 250 jackets (18 per cent), as compared with the work left unfinished at the close of the preceding year.

Edition sewing, however, increased 4,168,001 signatures (book parts) over the product for 1924, the total for 1925 being 83,821,611 machine-sewed signatures. Loose-leaf copies punched or drilled increased 22,681,942, with a total of 102,005,765 for the year, which was a notable output.

Record-breaking time was made by the machine-sewing section in the sewing of 7,642,784 signatures for 105,620 Postal Guides in 12½ days, an average of 600,000 signatures per day, with little interruption to other work.

Other bindery work for the year included the machine folding of 235,489,426 printed sheets, the machine gathering of 139,940,616 printed signatures, the wire stitching of 46,426,889 copies, the trimming of 56,726,117 copies, the paper covering of 4,583,788 copies, and the making of 1,757,498 cases (covers) for cloth-bound books. The bindery ruling machines handled 21,096,848 sheets, a decrease

of 3,040,002 over the preceding year, due largely to the installation of Ludlow and wax ruling machines, which produce some of this work at much lower cost. In addition to the foregoing operations, the bindery made 2,850,376 tablets for the use of Congress and the departments. Books rebound, mostly for the Congressional Library, totaled 93,295. The year's record, therefore, indicates no idle time for the smaller bindery force.

#### BINDERY REEQUIPPED WITH MACHINERY

A special drive has been made in the last two years to reequip the bindery with the latest and most productive machinery obtainable. This equipment has been purchased according to a definite program based on the funds available each year and the special needs of the service, with the result the Government bindery has now attained an enviable standard for efficiency and is capable of doing more and better work with a smaller force than ever before in its long career. Among the large bindery machines installed are three big continuous trimmers, each with an output of 5,400 1-inch books per hour; a continuous-feed cloth case-making machine with an output of 11,000 cases daily, as compared with a daily product of 2,500 cases by each old hand-fed machine; 10 book-sewing machines of the latest type; a self-feeder for board cutter; three automatic spacing paper cutters; a cloth-case forming machine; two stamping presses with ribbon gold attachments; a book and waste-paper stripping machine; a paper-gumming machine; a multiple-head wire-stitching machine; a head-banding, crashing, and book-lining machine; two dual L ruling machines; several folding machines, including a "quad" (64-page) and one with an inserting, covering, and stitching attachment; automatic feeding devices for several folding machines; a two-up attachment to double the production of gathering machines; and three 10-box gathering machines with stitchers.

The total number of copies of reports and documents printed for the half hundred Government establishments, not including Congress, was 58,288,167, a decrease, owing to the smaller editions, as before noted, of 7,986,043 copies from the total for 1924. The Department of Agriculture headed the list with 26,371,901 copies, but this total was 3,963,921 less than were issued the preceding year.

The War Department came next with 11,384,690 copies, an increase of 1,267,991 over the year before, notwithstanding the Conference on the Limitation of Armament, the League of Nations, the World Court, and other agencies striving to restrict the activities of the War Department. It may be the Armament Conference had some effect on the Navy Department, for its publications decreased 262,248 copies, with a total for the year of 1,766,336.

The Treasury Department showed real economy with the largest decrease of the year, publishing 4,961,246 fewer copies than in 1924.

#### POST OFFICE LEADS IN AMOUNT OF PRINTING

The Post Office Department again led all the establishments of the Government, including Congress, in the amount paid the Government Printing Office for work done during the fiscal year. The



total charges to the Post Office Department for 1925 amounted to \$2,227,481.96, while for 1924 postal printing cost \$1,739,957.21. Included in the 1925 charges was \$1,057,028.60 for postal cards and \$195,045.98 for money orders. Among other printing done for the Post Office Department during the year were 223,550,000 copies of money-order application blanks, 153,100,000 mail notices, 52,660,000 return receipts, 30,000,000 special-delivery slips, 26,000,000 change of address orders, 20,000,000 registry dispatch cards, and 14,365,000 information pamphlets.

Congress came second in printing expenditures with a total of \$1,853,729.16, of which \$447,908.93 was for the publication of the Congressional Record.

The Treasury Department ranked third with a total printing cost of \$1,014,824.79.

The Patent Office alone spent \$903,134.08 for printing patent specifications and the Gazette, an increase of \$276,389.76, or nearly a third over the preceding year, which indicates how rapidly the work of the Patent Office is growing.

The Department of Agriculture, although ordering the largest number of copies, was fifth in expenditures with a total of \$900,070. Farmers' bulletins continued to be the most popular publications of the Government with an output of 12,177,693 copies for the year. Four-fifths of this number were distributed free by Members of Congress as provided by law.

The White House spent only \$3,268.81 for its printing requirements, a saving of \$771.08 compared with the preceding year.

#### LETTERS COMMENDING WORK OF OFFICE

Numerous letters were received by the Public Printer from public officials commending the satisfactory and expeditious way in which their printing was done by the Government Printing Office during the year. Apparently the most appreciative member of the Cabinet was Secretary of Commerce Hoover, for whose department the year's printing amounted to \$623,835.96. Under date of January 14, 1925, the Secretary of Commerce wrote as follows concerning a publication in which he was especially interested:

Please accept my thanks for the prompt service rendered by you and your staff in printing, at such short notice, the "Simplified Practice Recommendations on Cotton Duck and Builders Hardware." The size of these recommendations, particularly the latter, made our request a heavy one, so your splendid cooperation is all the more appreciated.

Again on November 21, 1925, Secretary Hoover personally complimented the office as follows for the prompt printing of his annual report:

The response of your office to the request of a representative of this department for unusually quick action in printing the release edition of the annual report of the Secretary of Commerce, 1925, is much appreciated.

The unavoidable delays incident to the completion of the manuscript of this report finally introduced a serious problem—the time element. This, happily, was relieved by the prompt action of your office.

Acting Secretary of Commerce Davis expressed the department's pleasure over the good service of the Government Printing Office in

printing the Commerce Yearbook of 1924, writing under date of July 7, 1925:

In the absence of Mr. Hoover, who I am sure would be particularly glad to write you personally to the same effect, I desire to express on behalf of the Department of Commerce its high appreciation of the service of the Government Printing Office in connection with the Commerce Yearbook of 1924. The promptness with which the book has been printed and bound has been most satisfactory, and the quality of the work is admirable.

The first copy for the Commerce Yearbook was sent to you during the first week of May. Complete copies unbound were delivered to us on July 1, and bound copies on July 6. Galley proofs were returned on most of the copy within one week after it was sent to you. In view of the technical character of the publication and the large number of tables and diagrams, this promptness was evidence both of the efficiency of the Printing Office and of your own interest in helping to get this publication into the hands of the business men in time to be of the most service to them.

#### PROMPT DELIVERY PLEASES MR. HOOVER

The Chief of the Division of Publications, Department of Commerce, also conveyed the thanks of the Secretary of Commerce in the following letter dated May 27, 1925, concerning another important bit of printing done for that department:

The Secretary of Commerce and the Director of the Bureau of Foreign and Domestic Commerce are exceedingly pleased with the prompt service rendered last week, on a request from this office, in furnishing 200 copies of a 16-page summary report for the press on the middle east rubber situation. This request was placed with Captain Moorhead at 4 p. m. on Thursday and before the middle of the following day completed work was delivered to the department.

The Secretary has authorized this division to convey the department's thanks to you and to those of your officers responsible for this splendid cooperation in meeting this important need.

Assistant Director O. P. Hopkins, of the Bureau of Foreign and Domestic Commerce, sent the following communication, dated January 7, 1925, concerning the services rendered his bureau by the Government Printing Office:

I would like you to express to the Public Printer my appreciation and thanks for the prompt and efficient service rendered by the Government Printing Office in printing a special bulletin of this bureau entitled "Transportation of Pacific Coast Perishables."

While this is not a large piece of work, its execution, I believe, called into service the facilities of nearly all departments of the Printing Office. About one-third of its 100 pages consists of tabular matter, and there are 26 illustrations, including one folder. I note the excellence of the illustrations, which have been uniformly of a high quality ever since the Government Printing Office established its own engraving plant.

The manuscript for this bulletin was sent to the Government Printing Office on December 10, with a request that the printing be expedited to make copies available to members of the President's agricultural conference on January 5. It was necessary for the bureau to have both galley and page proofs and proofs of the illustrations. Completed work was delivered to the bureau on January 3. This excellent service is highly gratifying to all employees of the bureau interested in its publication work.

#### PRINTING THE COAL COMMISSION'S REPORT

An especially important and intricate job was completed recently in the printing of the report of the United States Coal Commission. The report made five large volumes consisting of 3,465 pages. Copy for the report was not submitted to this office until March 9, 1925.



Proof on the final volume was not O. K'd for press until September 8, 1925, and delivery of the entire publication was completed on November 7. Several volumes were finished during the summer, but under instructions from the Coal Commission they were held in confidence until the lithographed sheets for the final volume were delivered on October 26, 1925, and the entire report completed.

In appreciation of the work of the Government Printing Office in handling this big publication, Dr. George Otis Smith, on behalf of the commission, sent the Public Printer the following letter under date of November 11, 1925:

Now that the report of the United States Coal Commission has come from your presses, I want to express my very great appreciation of the way in which the Printing Office has handled this big job.

The reading public has little knowledge of the labor and skill required to produce such a piece of work. I know just enough of printing and the magnitude of this job to appreciate the work you have done. Typographically the volumes speak for themselves, but they do not record the kindness and helpful consideration of Mr. Mitchell and Mr. Weber, and others of your staff, who have given every possible assistance to us in our part of the task—the editing of the copy and the handling of the proofs.

I shall be grateful if you will transmit to them and their associates the thanks of the United States Coal Commission.

#### GRANT VOLUME IS HIGHLY PRAISED

The best printed volume ever produced by the Government Printing Office is "The Grant Memorial in Washington," which was published during the year for the Grant Memorial Commission under the direction of Lieut. Col. C. O. Sherrill. The book is a handsome quarto volume containing 49 full page half-tone illustrations, three of which are printed in two colors. The 78 pages of text are printed in 12-point light-face old style type, hand spaced, and with liberal page margins. The paper is 74-pound double-coated book, and the cover dark-blue cloth stamped in gold with artistic lines. In every detail the book conveys the impression of dignity befitting its illustrious subject. Colonel Sherrill, executive officer of the Grant Memorial Commission, thus expressed his appreciation of the book under date of April 10, 1925:

I wish to express my appreciation of the exceedingly handsome volume of the Grant Memorial which came to-day. I can now understand why you were some time preparing this volume, for it is, in my opinion, one of the finest, if not the finest volume, I have ever seen.

Another job recently completed to the satisfaction of Colonel Sherrill was the printing of the voluminous specification for the preliminary construction of the Arlington Memorial Bridge. In this regard, Colonel Sherrill, as executive officer of the Arlington Memorial Bridge Commission, wrote under date of November 27, 1925:

I wish to express the appreciation of this office to you and the personnel of the Public Printer's Office for the spirit with which the specifications for the construction of the piers and abutments of the Arlington Memorial Bridge were printed.

The work done was excellent, and I wish to add my personal thanks to you for this job.

The record of the printing of these specifications could not be equaled by any outside concern that I know of. The proof went to the Public Printer on Saturday, the galley proof was back on Monday, and the finished product was in my hands on Wednesday afternoon.

## HARDING BOOK PLEASES HIS FRIENDS

Among other letters commending the work of the Government Printing Office during the year are the following:

From United States Senator Frank B. Willis under date of February 7, 1925:

As chairman of the Senate committee having charge of the memorial service in memory of the late President Harding, I want to express appreciation of the splendid way in which the memorial volume has been issued. It is typographically a very fine production, and I feel certain all the friends of the late President are gratified with the work you and your associates have done in making it the kind of a volume it is.

From Dr. L. S. Rowe, director general of the Pan American Union, dated April 20, 1925:

I want to take an early opportunity to express my deep appreciation for the manner with which you have completed the printing of the draft of conventions in four languages. It was in every respect a most excellent piece of work and I want to express to you my very deep appreciation.

From Col. William H. Conklin, deputy director, United States Veterans' Bureau, under date of June 24, 1925:

The first issue of the United States Veterans' Bureau Medical Bulletin has been received, and it is desired to express the appreciation of this office for the attractive style in which this periodical has been published. It is evident that the wishes of this bureau in the adoption of a distinctive color for the cover and the beginning of each special article upon a new page have been kept in mind and given thoughtful attention.

There has been much favorable comment upon the first appearance of the Bulletin, and it is desired to convey to you the satisfaction of this office upon this subject.

From Dr. Joseph S. Ames, chairman executive committee, National Advisory Committee for Aeronautics, dated March 25, 1925:

I have just received a copy of Report No. 213 of the National Advisory Committee for Aeronautics (jacket No. 20171), which is a paper written by myself. I am so much pleased by the appearance of the report and I was so much gratified by the skill shown by the compositor that I wish to extend my thanks to you, and through you to him and to whoever else is responsible for the excellence of this work. The paper is an extremely mathematical one, containing long, elaborate, and most complicated formulæ. In spite of this, the compositor the first time made a minimum number of mistakes, and they were really not errors in the strict sense because many of the mistakes slipped in typographically. I am familiar with the publication of mathematical papers in technical journals, but I have never seen proof as clean as that which your office submitted on this report.

I am confident that I am expressing also the opinion of the other authors of reports which your office publishes for the committee. We are all most grateful for your cooperation and your skill.

## SPEED IN PRINTING SUPPLY SCHEDULES

From Robert Le Fevre, superintendent of supplies, General Supply Committee, dated July 3, 1925:

This office desires to express its appreciation of the expeditious manner in which the printing of the General Schedule of Supplies for the fiscal year 1926 was handled. Although the publication in size is within one page of the largest ever issued, consisting of 594 pages in comparison with the 1924 issue of 595 pages, nevertheless 1,000 copies were delivered in less than three days after the last signature was turned in to the Government Printing Office.



The Deputy Public Printer, Mr. Greene, and his assistants, Mr. Mitchell, Mr. Weber, and Mr. Huse, are to be especially commended for their excellent cooperation and courtesy.

From Col. E. Lester Jones, commissioner International Boundary Commission, dated July 30, 1925:

I take this opportunity to express to you the appreciation of both the United States section and the Canadian section of this commission for the excellent work done by the Government Printing Office in the publication of our third joint report, "Reestablishment of the boundary between the United States and Canada, source of the St. Croix River to the St. Lawrence River."

The numerous details necessary in preparing this report for the two Governments complicated the work and made it far from a routine job, and the excellence of the completed publication is due in a great measure to the intelligent cooperation given and the interest shown by every member of the Printing Office who had anything to do with the work.

From Elmer E. Crowley, president Emergency Fleet Corporation, dated November 12, 1925:

The November issue of the Schedule of Sailings of Shipping Board vessels is, in my opinion, the best issue of this publication, and I desire to take this opportunity of expressing to you my appreciation of the splendid work of the Government Printing Office.

From Charles D. Hamel, chairman, United States Board of Tax Appeals, dated January 26, 1925:

On Saturday we received our revised copies of the board's Rules of Practice, and I am writing to compliment you on the very artistic arrangement of the outside cover page.

The general effect is extremely striking, and the board is very much pleased with the latest issue.

#### CONGRESSIONAL BILLS PRINTED IN ADVANCE

The employees of the office have done much other praiseworthy work during the year, but I want to commend especially the record made recently in the speedy printing of bills introduced in the first session of the Sixth-ninth Congress. With the cooperation of the clerk of the Joint Committee on Printing and the Clerk of the House, 2,734 House bills were submitted for printing several days before the opening of the session on December 7. These bills made approximately 7,223 pages of type. In all, 1,267,858 copies were printed and delivered to the Capitol on Saturday, December 5, so as to be available immediately on the convening of Congress the following Monday.

By getting such a good start on the flood of proposed legislation which overwhelms the Printing Office at the beginning of a new Congress, it was possible, for the first time, to keep up with the daily stream of bills and print them almost as fast as they were introduced. Heretofore it has required two or three weeks of steady work to complete the printing of bills introduced at the beginning of a Congress. This session all the bills of the House and the Senate were printed by the time Congress recessed for the Christmas holidays, when the number of bills totaled 8,757, making 25,596 printed pages and 4,907,591 copies in all.

In handling the large number of bills the imposers set a new record in the imposition of 2,678 forms in 11 days, from December 1 to 12.

It is hoped that a similar procedure in the printing of bills can be followed for both the House and the Senate at the beginning of all sessions hereafter, as the advance work not only relieves the office of serious congestion but also greatly facilitates the consideration of proposed legislation by Congress.

#### ATTENTION GIVEN TO BETTER PRINTING

More attention has been given to better printing in the last year or two than ever before observed by Government printers. It is the ambition of the office to establish a notable record, not only for economical production, but also for good style in printing. Good printing does not cost any more than poor printing; in fact, poor workmanship is frequently more expensive than good craftsmanship.

The lack of progress for many years in the style of Government publications, some of which have become so antiquated in appearance as to bring just reproach upon the Government Printing Office, prompted the Public Printer to appoint a special board on better printing. Already several recommendations to improve the appearance of Government publications have been put into effect. One of the first changes was to print distinctive cover titles for many publications which formerly duplicated on the cover the full text of the title-page.

The typography of Government publications has in many instances been improved to accord more closely to the style of the foremost book publishers. More consideration has been given to the artistic requirements of certain monumental publications, such as the Lincoln, Grant, Harding, and Wilson Memorial volumes, which are entitled to the best there is in the art of printing.

To show the fine class of work of which many of our skilled tradesmen are capable, a public exhibit has been installed in Harding Hall. This display is not only a revelation to visitors but is also an inspiration to employees who study and appreciate the fine products of their fellow workmen.

The Public Printer has also cooperated with the American Institute of Graphic Arts in exhibiting the best samples of book and commercial printing selected annually by the institute. Two exhibitions of artistic commercial printing and one displaying the best books of the year have been held in Harding Hall. The exhibits were opened with a formal program in which the Typothetæ and Printing House Craftsmen's Clubs of Washington and Baltimore kindly participated.

Aside from interesting many visitors, the exhibits by the Institute of Graphic Arts are of great benefit to employees of the Government Printing Office in bringing to their attention the upward trend of good printing throughout the United States. Confessedly, there is much room for improvement in Government publications, but now that the start has been made, the Government Printing Office eventually ought to take its proper place among the world's best printers.

#### ECONOMY IS AN OFFICE WATCHWORD

Economy has continued to be the watchword of the Government Printing Office throughout the year; economy in little items as



well as savings in big things. The production manager, as chairman of the committee on prevention of shop waste, reports savings by the printing divisions of \$312,333.46 during the year, due to the active campaign against unnecessary expenditures, more economical methods of production, and the utilization of materials and equipment formerly deemed of little value. A detailed account of these savings is contained in the accompanying report of the production manager. The savings were accomplished largely by better shop practices and more careful supervision over the use of materials and the operation of machinery.

Among the economies of the Government Printing Office for the fiscal year 1925, as reported to the Director of the Bureau of the Budget on June 12, 1925, were the following:

The condition of the appropriations for printing and binding and the increased cost of work, due to higher wages authorized by Congress, made it necessary immediately after Congress adjourned on March 4 to reduce the expenditures of the Government Printing Office for the remainder of the fiscal year by \$450,000.

This has been done by reducing the force of employees from 4,186 to 3,916 (a decrease of 270 in the number of employees from March 4 to June 30); by a rotation furlough of one week each for 2,331 employees; and by a reduction of \$2,000 a day in the expenditure for machinery, equipment, and supplies other than emergency postal card stock purchases. As a result, the expenditures of this office for the period from March 4 to June 30 will be decreased by \$450,000 and thus kept within the available income from the departmental appropriations for printing and binding.

The requisitions review board, which was organized in this office four years ago with the approval of the Director of the Bureau of the Budget, has effected substantial economies in numerous printing and binding items. The activities of this board brought about an actual saving of \$248,910.20 in printing and binding for the four years 1922 to 1925. The economies effected by the board in the fiscal year 1925 will total approximately \$53,000. They include the following items: Substitution of cheaper stock, utilization of waste stock, binding changes, changing in method of ruling, standardizing size of forms, changes in style of type pages, requisitions canceled (duplicates), changes in style of job forms, elimination of plating, perforating on press instead of in bindery, eliminating folding on certain jobs, and changes in the report of the Paymaster General, United States Navy.

An additional saving in stock was effected by the use of several million envelopes that had been discarded as unserviceable by other departments of the Government. These otherwise useless envelopes were overprinted and used in mailing Government publications, at a saving of \$3,000.

#### SAVING IN BLANK PAPER SUPPLY

By centralizing in the Government Printing Office the supply of blank paper used by the various departments and establishments in Washington a gratifying saving was made during the last year. Based upon prices formerly paid under General Supply Committee contracts, the Government Printing Office furnished blank paper and envelopes to the departments during the year at approximately \$36,000 less than they had expended heretofore for these articles. This saving was due largely to the lower prices which the Government Printing Office is able to obtain because of the great volume of paper ordered annually. Moreover, the paper furnished the departments has been of more uniform quality, due to the standardization and simplification of grades and to the more regular methods of inspection. A cheaper paper for mimeograph work has been procured at a cost of approximately 21 cents per ream of 8 by 10½ inch sheets. It is believed that this paper is suitable for much of the mimeograph work which has been done on paper costing from 31 to 41 cents per ream. If this cheaper paper is generally adopted, a saving of at least \$10,000 can be made.

In addition to its regular duties the testing section of the Government Printing Office has made a special study of inks used by the various depart-

ments of the Government. This section is well equipped to conduct such an investigation on account of its experience in the manufacture of printing and other inks used by this office. Check addressograph ink has been made for the Treasury and Post Office Departments and the Veterans' Bureau at a cost of \$1 per pound as compared with \$3 paid for commercial ink of a lower grade. A saving of \$1,000 was made on approximately 500 pounds of such ink, and a more satisfactory quality was furnished for use on sensitized check paper. Stencil ink has also been made for the use of this office at a cost of 40 cents per pound as compared with the commercial price of \$2.50 formerly paid, thus saving \$315 on this item for the year. Blue-black, and red writing inks are now being made by the testing section for the use of the Government Printing Office at a cost of 9 cents per quart. The cost was formerly 32 cents for a poorer commercial ink. It is estimated that if the Public Printer were authorized to furnish writing inks to other departments in Washington a saving of \$5,000 could be made each year upon the 25,000 quarts of ink required annually for departmental use.

Backing fluid for plate making is produced by the testing section from zinc scraps at a cost of 1½ cents per pound as compared with 5.7 cents formerly paid contractors for this fluid. This is a little item, with an annual saving of about \$60, but it indicates the effort that is being made to accomplish economies wherever possible.

The Bureau of Engraving and Printing sold the Government Printing Office 11,904 useless wooden boxes for \$800. These produced 357,540 feet of seasoned lumber, which, if new, would have cost \$16,983.15. Deducting the expenses of hauling and carpenter-shop work, the lumber obtained from the old boxes was worth \$10,726.20 in the manufacture of the thousands of boxes required for the shipment of postal cards.

The machine shop of the Government Printing Office reclaimed 15,200 pounds of old metal. This was used on all classes of work during the year, instead of purchasing new material, at a saving of \$2,506.

#### TRANSFER OF SURPLUS EQUIPMENT

Transfers of surplus machinery, equipment, and supplies valued at \$30,407.37 were made to the Government Printing Office from other departments of the Government through the cooperation of the Joint Committee on Printing and the chief coordinator. In the last four years this office has received and made good use of surplus machinery, equipment, and supplies valued at \$293,000. Included in the surplus transfers of last year were considerable printing and bindery equipment, various kinds of paper, including one lot of 123,020 pounds of kraft valued at \$6,766.10, miscellaneous drugs and chemicals, including 3,200 pounds of ether, a large number of safety gasoline cans, and various small supplies which otherwise we would have had to buy at the prevailing high prices.

The consolidation of the Government Printing Office power plant with the Capitol power plant, from which the Government Printing Office now receives all its electric current and steam, was completed during the year. This change, based on a four months' comparison, indicates an annual saving of \$35,400 in operating expenses and a reduction of 567,500,000 gallons in the use of city water valued at \$37,900, or a total saving to the Government and the District of Columbia of \$73,300. The reduction in water used is partly due to the saving of all condensations for wash-room use. By a careful control of the use of steam through the installation of a new meter, the amount of steam used was reduced 10,000,000 pounds in seven months, effecting a saving of \$4,582.80.

This office has more than complied with the request of the President for a saving of 2 per cent of all of its direct appropriations in addition to the original reserve set up at the beginning of the fiscal year with the Bureau of the Budget.

#### HIGH COST OF AUTHORS' ALTERATIONS

Authors' alterations of printed proofs cause much unnecessary expense and endless trouble to the Printing Office. The cost of authors' alterations for the year 1925 amounted to \$220,327.15, an



increase of \$54,510.48 over 1924. Many of the changes made after the manuscripts have been put into type were undoubtedly necessary, but most of the alterations could have been avoided by better and more thoughtful preparation of copy before it was transmitted to the printer. The alterations required by the writers of two publications printed during the year cost several thousand dollars more than the entire expense of putting the original manuscripts into type.

A commendable saving has been made in the expenditures for "rush" orders during the last five years. Orders for immediate delivery necessarily disrupt the routine production of the office and occasion extra expense for overtime work and the additional handling of jobs which "rush" orders must displace for the time being. Hurried work is always more costly, and an extra charge must be made.

The additional charge for rush work done in the five-year period, 1916-1920, amounted to \$585,975.73, while for the last five years, 1921-1925, the extra charge was only \$152,354.70, a reduction of \$433,732.03. This saving of nearly half a million dollars benefited the printing funds of the various departments, which had just that much more money to spend on other publications. The extra charge for "rush" orders in 1925 amounted to \$20,755.11.

#### REDUCTION IN SIZE OF ANNUAL REPORTS

Another substantial economy in departmental printing has been the voluntary reduction in the size of annual reports. The saving was made possible by authority of Congress, which for several years has carried a provision in appropriation acts permitting heads of Government departments and establishments to curtail their annual reports.

The reports for 1920, prior to the time Congress authorized the reduction, filled 58,940 printed pages. The reports for the fiscal year 1924, which were printed in 1925, contained 18,836 pages, a decrease of 3,633 pages from the 1923 reports. The cost increased slightly, however, owing to an advance of printing prices, the total being \$194,394.73, as against \$191,197.85 for the 1923 reports.

The annual reports of the Public Printer for the last five years cost \$3,529, while the reports of the former Public Printer for the five years, 1916-1920, cost \$26,906.

Congress ordered additional economies in printing and binding by the enactment of a bill proposed by Senator Moses, chairman of the Joint Committee on Printing. The new law (Public, No. 539, 68th Cong.) directs the discontinuance of several useless publications, including the ancient Abridgment of Messages and Documents, the Navy Yearbook, and the cumbersome Official Register of Government Employees.

The Abridgment had been compiled annually for more than 60 years at a cost of from \$3,000 to \$8,000 for each issue, although it was a wasteful duplication of the annual reports printed separately by the various departments.

The Navy Yearbook, prepared under congressional direction, was also a duplication of other publications, and its printing cost approximately \$8,000 annually.

In place of the big biennial Register (the Government "Blue Book"), which was mostly obsolete by the time it had been compiled and printed at a cost of \$40,000 every two years, Congress has provided for the publication annually of a smaller Register containing only the names of persons holding administrative and supervisory positions in the Government service. The first issue of the Register in its new form has just been printed at a cost of \$3,791.35. Aside from a small official distribution and the allotment of three copies to each Member of Congress, all copies of the Register are to be sold by the Superintendent of Documents.

#### GOVERNMENT GAZETTE IS SUGGESTED

By the printing of a Government gazette, Congress might also reduce various other expenditures and render a real service to the public. Much of the information that is now printed by the departments in various forms could be published in the gazette, which would provide a single source of official information. It is now almost impossible to ascertain the varied activities of the Government, even if access could be had to the multitudinous publications, which only in part touch the field that a gazette could cover completely.

The publication should, of course, be confined strictly to an official record of the business transactions of the Government and, as far as practicable, contain the appointments, notices, advertisements, orders, regulations, and opinions of Government officials so far as they may be of public concern.

The money now expended in the promiscuous and largely ineffective printing of Government advertisements, proposals, and specifications would undoubtedly more than pay the cost of an official publication containing such information. In addition, considerable revenue might be obtained from subscriptions, as the thousands of concerns regularly transacting business with various branches of the Government would welcome a definite and authoritative source of information concerning Government purchases.

The suggestion of a Government gazette is not at all new or original. Gazettes have long been published by nearly every other country. The United States also participates in the publication of a weekly gazette issued by the government of the Philippine Islands.

President Roosevelt directed the Keep Committee on Department Methods to consider the proposition of a Government gazette. In his instructions to the commission under date of June 2, 1905, President Roosevelt wrote:

There should be published an official gazette to contain all executive orders, statements of changes in organization or personnel, reports of important work begun, in progress, or completed by any department, advertisements of all Government contracts, all legal notices not required to be published locally, notices of coming civil service examinations, etc., etc.

Since that time various other agencies of the Government have given some attention to the subject. More recently the publication of a gazette has been discussed by the Permanent Conference on Printing, the Interdepartmental Board of Contracts and Adjustments, and other agencies of the Bureau of the Budget, but no con-



crete plan has been proposed as yet. Undoubtedly, the publication of a gazette would be advantageous to the Government and of great service to the public.

#### SALE AND DISTRIBUTION OF DOCUMENTS

Next in importance to the printing of a book is its proper distribution; far more important oftentimes, for printing is useless if the information which it contains is not made available by adequate distribution. Herein comes the great service of the documents division of the Government Printing Office. This division, under the direction of the Superintendent of Documents, has charge of the distribution and sale of nearly all Government publications, except those allotted to Members of Congress. However, the Superintendent of Documents can not supply publications of his own accord except to cash purchasers and libraries. His mailing lists are restricted to names furnished by the respective departments for the distribution of their own publications.

It is gratifying to report there is a growing appreciation of the value of many Government publications as indicated by the substantial increase of purchasers. The receipts of this office from the sale of publications in the fiscal year 1925 amounted to \$487,922.63, an increase of \$47,017.70 over the preceding year, and \$194,551 more than for the fiscal year 1921.

In the fiscal year 1925 the documents division sold 7,770,782 copies of various Government publications, an increase of 526,041 over the sales for 1924. Most of these publications were ordered by letters, of which 375,571 were received during the year. A large number also were sold over the counter of the Government bookstore on the ground floor of the documents building.

The increasing sale of Government publications is especially notable in view of the fact that the office has no funds for advertising its products and has to compete with the free distribution by Members of Congress and other officers of the Government.

As set forth in former reports, the sale of Government publications could be greatly increased by ending the present wasteful method of free distribution which can not supply all the demands and is therefore of benefit only to comparatively few persons. The charge for Government publications is nominal, based upon reprint cost plus 10 per cent. With this low cost, there does not appear to be any real reason why the distribution of practically all Government publications should not be put on a sales basis and everyone thus given equal consideration in the supply of public documents.

#### INCREASED SALES WOULD HELP TREASURY

Increased sales would, of course, help compensate the Government for the cost of printing; but a material growth in sales, unless accompanied by a reduction of the free copies, would necessitate an additional force and a larger building for the documents division, which is already seriously overcrowded. Therefore, any plan for the increased sale and distribution of Government publications

should, of necessity, take into consideration additional facilities and larger quarters for the documents division.

During the fiscal year 1925 the documents division distributed 52,084,458 copies of publications. As before stated, about 7,000,000 of these copies were purchased by the public. The distribution was made in 21,372,292 packages, filling 139,155 mail sacks. Periodical distribution for the various department and subscription lists requires the handling of 1,235 mailing lists containing approximately 835,000 names. From these mailing lists 22,712,964 machine stencil impressions were made during the year.

In order to meet the demand for Government publications, the documents division has to carry a regular stock of fully 30,000,000 copies, including almost every publication issued by the Government in the last half century. During the year, the Superintendent of Documents received and stored 55,138,327 copies of the products of the Government Printing Office.

Not all of the copies printed annually ever reach the public. During the year 2,645,531 obsolete and useless copies, which had been ordered by the departments in former years, had to be disposed of as waste paper. Millions more of Government publications will have to be consigned to the scrap heap year after year, if the present excess printing for free distribution continues and no additional space is provided for their storage.

#### INFORMATION SERVICE PROVES POPULAR

The Superintendent of Documents also conducts an extensive information service concerning Government publications. Last year his office received and answered 161,852 letters of inquiry and aided several thousand other inquiring persons who visited the office. The fact that the documents division possesses a remarkable library of Government publications, consisting of 375,000 books, pamphlets, and maps, for which there is a complete reference catalogue, makes it possible to furnish information which could not be obtained as readily and accurately from any other source.

Better service is being rendered the depository libraries than ever before, as indicated by the increasing number of libraries that have found it advantageous to secure congressional designation as depositories of Government publications. By the new law allowing depositories to select the class of publications to be furnished by the Government, the depository libraries have been relieved of the unbearable burden heretofore imposed in having to receive and store copies of every publication printed by the Government.

Under the selection plan only 59 out of the 462 depository libraries elected to take copies of all Government publications; 230 libraries receive more than 50 per cent of the list; and 173 of the smaller libraries less than 50 per cent, or only the publications of special interest to their patrons. This plan has effected a saving in the printing of thousands of publications, which heretofore the libraries had to discard after a time owing to lack of space or usefulness.

Another agreeable service to the depository libraries is the immediate delivery of all congressional documents and reports that are of sufficient size to be bound separately. Formerly it was necessary



to hold all these publications until after the close of a session of Congress so that they could be bound in sets. Many publications of Congress were obsolete or useless before they were sent to the libraries. The more prompt delivery was made possible through the cooperation of the Joint Committee on Printing in adopting the new method of distribution as proposed by this office.

#### CONSTRUCTION AND MAINTENANCE WORK

Besides the manufacture and distribution of its printed products, the Government Printing Office also has a big task in the maintenance of its buildings containing nearly 17 acres of floor space, and in the repair of the thousands of machines required for varied operations. The work is done by the buildings division, more properly designated the construction and maintenance division, which includes well-equipped machine, electrical, pipe-fitting, sheet-metal, blacksmith, carpenter, and paint shops, and the construction, power, and sanitary sections. The division ended the fiscal year 1925 with 272 employees, a reduction of 33 from 1924, and 78 less than the force in 1923. Although wages were generally increased during the year, the reduced force made possible a decrease of approximately \$50,000 in the pay roll of the division for the fiscal year 1925, for which the wage expenditure totaled \$525,941.92.

The fiscal year 1925 was the first full year of electric and steam supply from the Capitol power plant since the dismantling of the separate plant at the Government Printing Office. The cost to the Government Printing Office of operation by the new substation method was reduced \$25,032.22 as compared with the cost of operating the separate power plant in 1923, the last fiscal year of its existence. In addition there was a saving of \$8,701.93 in steam and electricity for the city post office, and \$23,033.40 in the use of water formerly obtained from the city mains. The additional warehouse space made available in the power plant has a rental value of at least \$7,500 a year, which brings the total savings effected by the new power plan up to \$64,267.55 for the fiscal year 1925.

During the last four years, 67,664 square feet of additional floor space has been made available for the work of the office by the construction of the eighth floor, a second floor in the one-story power plant, and numerous mezzanines, and by bridging several courts and alleyways. The office has now about reached the limit of its expansion in the present overcrowded buildings.

#### NEED OF NEW FIREPROOF BUILDING

The serious need of a new fireproof building to replace the old structures on H Street has been called to the attention of Congress in the Public Printer's reports for the last several years. The old building, part of which was erected nearly 70 years ago, is not only a very dangerous fire risk but is also grossly inadequate for storage purposes and the rapidly increasing work of the Superintendent of Documents in the sale and distribution of Government publications. The situation has been reported to the Public Buildings Commission, and it is hoped that the needs of the Government Printing



Office will be given early consideration in whatever public building program Congress may authorize.

The work of this office is so essential to the proper functioning of all other establishments of the Government, including Congress itself, that it would seem foolhardy to continue the risk of operating in notoriously unsafe structures such as constitute the older part of the present plant. If a fire ever gained headway in the old building, with its wooden floors and pillars, it is doubtful if anything could save the entire plant from destruction. Therefore Congress is again urged not to allow another session to pass without making definite provision for an adequate fireproof building to replace the old fire traps in which this office now has to store several million dollars' worth of supplies and products. The unexpended funds which the Government Printing Office has returned to the Treasury in the last five years would be far more than sufficient for a building if the Public Printer were granted authority to use the money for that purpose.

#### TESTING SECTION OF GREAT SERVICE

The good work of the testing section continues to justify its establishment by the Public Printer in 1922. In addition to the technical testing of 5,354 samples of paper and materials delivered during the year, the laboratory conducted research work that was of much service to the office and of value to the printing industry.

Cooperation was continued with the United Typothetæ of America in the preparation of specifications for definite grades of bond and ledger papers, and it is expected that this important standardization will be completed the coming year.

A joint study of bindery glues is being made by the testing section and representatives of the National Glue Manufacturers' Association to improve and standardize glue used by bookbinderies.

In connection with its glue work, the testing section has developed the use of worn-out printing-press rollers for the manufacture of certain grades of bindery glue. The glue and glycerin in the old roller composition are now reclaimed for bindery glue at a saving of approximately \$3,000 annually. The average annual consumption of glue by the bindery, due to the use of flexible glue and other changes by the testing section, has been reduced 4,000 pounds.

Another worth-while investigation by the testing section was the study of detergents (cleaning compounds) used for the removal of ink from type and press rollers. The formulæ obtained by this research are used throughout the office with decided success, and the expenditures of the office for cleaning fluids have been reduced materially. This information has been made available to the printing industry by articles published in several trade papers.

#### METAL ROOM UNDER TECHNICAL CONTROL

Type and stereotype metals were placed under technical control during the year along with printing inks and press rollers. A large part of the 6,000,000 pounds of metal used for Government printing was found to have been improperly alloyed, containing either too

much tin or too little antimony. By technical analysis and by properly alloying every pot of metal, the product will be maintained at the desired standard and additional type metal produced from the old stock at practically the lesser cost of lead.

Investigation of inks, both printing and writing, has likewise been very helpful to the office in not only improving the quality but also decreasing the cost. Writing ink is produced for about 10 cents a quart and of a quality superior to that formerly bought on contract for 32 to 55 cents a quart.

If this office were authorized by law to furnish writing inks to the departments in Washington, it is estimated that an annual saving of approximately \$5,000 could be made. Accordingly, a provision has been included in the appropriation bill authorizing the Public Printer to furnish inks and other products to the various departments.

A recent bulletin by the department of manufacture of the United States Chamber of Commerce reports that American industries are saving approximately a half billion dollars annually through laboratory research work, for which some 80 national trade associations are expending about \$35,000,000 annually. The bulletin states that "research or systematic investigation has so abolished rule o' thumb and guesswork from industry and business that definite specifications are now the rule." It is evident, therefore, that the Government Printing Office is fully abreast of the times in maintaining its own research laboratory, which annually saves many times its cost in developing cheaper and better materials.

#### APPRENTICES SHOW SPLENDID PROGRESS

Another new section of the Government Printing Office is that devoted to the training of apprentices for the various trades. The first class of apprentices will complete their training next July, and will then be eligible for employment as full-fledged journeymen. These young men have made a splendid record and will be a credit to the industry. Few printers of to-day have received as thorough training in the various branches of the trade. In fact, actual tests have shown that even the second and third year apprentices are better printers than many journeymen. Several of the apprentices training on linotype machines already have averages equal to those of expert operators.

There are in training 149 apprentices, of whom 129 are taking the course for printers. Others are qualifying for bookbinders, pressmen, machinists, electrotypers, stereotypers, and photo-engravers.

In addition to learning useful trades, the apprentices have helped materially in production work. During the year, the printer apprentices set 26,202,800 ems of live matter besides working 118,000 hours on jobs which were formerly done by journeymen. Owing to a congestion of work in the proof room, a number of apprentices were used as copyholders and assisted materially in carrying on the work of the office when it was impossible to obtain sufficient competent proof readers.

Besides the instruction of regular apprentices, the office has also given special training to a number of disabled soldiers who were



placed here by the Veterans' Bureau. Several of the veteran trainees have completed their apprenticeships and have received appointments to good paying positions in this office. In appreciation of this service, the assistant regional manager of the Veterans' Bureau, Mr. M. B. MacMillan, wrote as follows to the Public Printer, under date of October 21, 1925:

The Veterans' Bureau desires to take this opportunity to thank you for the excellent cooperation that you have shown in the past with the training of our claimants. The training facilities afforded by your establishment are of the very best. It is also desired to express appreciation for the sincere and material assistance you have rendered by giving employment to the several men who have been successfully rehabilitated.

#### WAR VETERANS EXPRESS APPRECIATION

More than 400 war veterans are employed in the Government Printing Office, and an honored veteran of the Civil War is still on the roll. A number of veterans have, under the present administration, been appointed to highly responsible positions, including that of production manager, who ranks next to the Deputy Public Printer in the office organization. Every consideration to which these veterans are entitled by law and by reason of their patriotic service to the country, has been extended to them at all times. It is gratifying to report that the veterans employed in the Government Printing Office have, on several occasions, expressed appreciation of the special attention given to their welfare. As an indication of these cordial relations, the following resolution was adopted by the war veterans of the Government Printing Office:

Whereas, on many occasions and particularly on the occasion of the funeral services of Comrade Charles A. R. Jacobs, private Sixth Regiment, United States Marine Corps, killed in action at Blanc Mont Ridge, France, October 3, 1918, the Public Printer of the United States, the Honorable George H. Carter, has extended to the veterans of all of the wars of the United States every encouragement, facility, and assistance within his power. Now, therefore, be it

*Resolved*, That the sincere appreciation and thanks of the veterans of the Civil War, the Spanish War, and the World War employed in the Government Printing Office, and their comrades in the District of Columbia, be, and the same hereby are, extended to the Hon. George H. Carter for his sincere and earnest interest in their behalf.

S. G. MAWSON, G. A. R.  
WILLIAM H. SHREVE, U. S. W. V.  
ROBERT A. WILLIAMS, World War.

The following statement signed by veterans employed in the pamphlet bindery of the Government Printing Office, was submitted by them to the President of the United States under date of June 19, 1925:

We, the undersigned War Veterans employed in the pamphlet bindery section, Government Printing Office, beg the privilege of addressing a few remarks in regard to our stand on the administration of the present Public Printer, Hon. George H. Carter.

Of late there has been a great deal of unfair criticism of the present administration of Mr. Carter by the veterans, and it is feared that the impression might be gaining that all the veterans employed in the Government Printing Office are against him. Therefore, we, the undersigned veterans—and we are sure we are voicing the sentiments of the majority, if not of all the veterans here, when we say that we consider Mr. Carter the best Public Printer ever holding said position.



He is a good square man, always for the right, and always fair and just in his decisions. He has improved working conditions generally and has even added a cafeteria for the pleasure and benefit of all employees, which is greatly appreciated by all.

Therefore, Mr. President, we wish you to know that we, the undersigned veterans, are loyal to him, and most decidedly for him now and always.

We sincerely hope his administration will long continue.

Employees of the Government Printing Office have been most generous in their contributions to the American Red Cross and to other worthy funds, especially those for the assistance of war veterans. In the 1925 membership canvas for the Red Cross the Government Printing Office gave \$1,140.70, which was one of the largest contributions made by any Government establishment in Washington. The office also contributed \$205.61 for the last Buddy Poppy Campaign of the Veterans of Foreign Wars. In expressing his appreciation, Department Commander William Homer Carroll, wrote under date of March 10, 1925, to the Public Printer as follows:

This act on your part convinces me all the more that you have the interests of the veteran at heart, and that you mean to do the right thing by them.

With best wishes and kindest personal regards, etc.

#### HOSPITAL SERVICE FOR EMPLOYEES

The physical welfare of employees is well looked after by a properly equipped emergency hospital, under the direction of a medical and sanitary officer, assisted by another physician and a staff of trained nurses. During the fiscal year 1925 the hospital gave 12,846 treatments to injured and sick employees, of which 3,099 were surgical cases requiring 4,996 dressings, and 4,751 were medical cases. In addition to treating employees of the Government Printing Office, the hospital also renders night service to employees of the city post office. Last year 297 treatments were given to post-office employees.

Owing to the careful safeguarding of all machinery, there were no serious or preventable accidents during the year. In fact, there was not a single case of injury due to machinery that was severe enough to cause loss of time to the injured employee. On account of the close attention to all injuries, even the slightest abrasions, the Government Printing Office sends fewer claims to the United States Employees' Compensation Commission than almost any other branch of the Government service. Only eight such claims were submitted last year and no claims were made for wound infections.

The hospital staff also makes physical examinations of all new employees and reexaminations of those subject to probationary or permanent employment, extension of service, and transfers. During the year 827 physical examinations were made. In addition, special investigations are frequently required by the reported sickness or injury of employees.

An employee absent on account of sickness for more than three consecutive days is required to report to the hospital for clearance before permitted to return to duty. This medical supervision is deemed necessary to make sure that the employee is physically able to work and to safeguard his fellow employees from exposure to contagious diseases. On account of exposures to smallpox the office

hospital staff vaccinated 1,072 employees during the year, and not a single case developed in the office.

With the addition of a third room to provide bed accommodations for male patients and suitable quarters for examination and laboratory work, the Government Printing Office now has one of the best industrial hospitals in the country. The excellent equipment was obtained almost entirely by transfer, without expense, of surplus Army and Navy supplies.

#### HYGIENIC CONDITIONS RECEIVE PRAISE

In a recent survey of hygienic conditions in the printing trades by the Department of Labor, its investigator, Mr. S. Kjaer, made a special study of working conditions in the Government Printing Office. His comprehensive report, as printed by the Bureau of Labor Statistics, Bulletin No. 392, pays high tribute to the excellent hygienic conditions of this office and exhibits several pictures of our workrooms as examples of approved conditions. The Government Printing Office is referred to throughout the report as "the largest printing establishment in Washington," or words to that effect.

Concerning the hospital of the Government Printing Office the Labor Bulletin says:

While hospital departments were seen that were excellently equipped, some supplied with as many as six beds, none was found that excelled the emergency hospital in the large book and job printing establishment in Washington [the Government Printing Office] operated with a staff of two physicians and three nurses.

Experts from the Bureau of Mines and the Bureau of Labor Statistics made a test of air conditions in the metal, stereotype, and monotype casting rooms during the year. Analyses of the samples of air collected show that the carbon monoxide content of the air in rooms where such gas would most likely be dangerous, was less than 0.005 per cent, which Chief Surgeon Sagers reports as "below the amount that would have any physiological effect and could not be detected by the method of analysis used." This is considered a remarkably fine showing, and guarantees that employees of the Government Printing Office are working under excellent atmospheric as well as other conditions.

#### CAFETERIA AND RECREATIONAL SERVICE.

The cafeteria and recreational activities of the Government Printing Office were carried on during the year with good success under the careful management of the employees' association. The association has full charge of the operation of the cafeteria and the various recreational activities of employees, all of which are supported from the funds of the association. The work of the Cafeteria and Recreation Association is capably supervised by its president, Mr. J. Thomas Ford, from whose report for the year ended October 19, 1925, the following extracts are quoted:

During the past year the patronage of the cafeteria has held up remarkably well, a high-water mark of more than 2,900 persons being served on one day during the winter. The association has tried at all times to maintain a set



scale of prices, and while the market at some seasons has increased considerably, no corresponding increase has been charged to the employees, and I believe the association for the year will show a satisfactory net surplus.

Our kitchen and dining room was visited by Senator Royal S. Copeland, who, before his election to the United States Senate, was commissioner of health of New York City. Senator Copeland spoke in the highest terms of sanitary conditions as he found them in our cafeteria.

Harding Hall has been a source of great pleasure to the employees of the Government Printing Office, as indicated by the fact that 10 dances have been held by various organizations, among which were the baseball teams, both white and colored, Willing Workers' Club, United Veterans of American Wars, the employees of the monotype section, etc., and also by the fact that it was used as a meeting place for the numerous organizations, as well as for our Christmas entertainment and as a place to celebrate on occasions of our national holidays.

A most successful Christmas entertainment was staged for the employees' children. This entertainment was a bright spot in the association's affairs and it is hoped that we can continue having such entertainments in succeeding years. Last year we entertained approximately 2,000 children of both the white and colored employees. The association is indebted to Mr. William D. Skeen and the entertainment committee for their untiring efforts in making this annual affair such a success.

The third annual excursion of the Government Printing Office Cafeteria and Recreation Association was held at Chesapeake Beach on July 30 and was well attended by employees of the office and their families. Appropriate athletic events were arranged by the athletic subcommittee of the entertainment committee, and prizes were given. The Cafeteria Association of the Government Printing Office reaped a net surplus of about \$218 from this excursion, which, by action of the board of directors, will be held as a reserve to purchase trophies for similar events next year.

This past year the Government Printing Office has had a marked success with its athletics, both the white and the colored baseball teams having won the championship in their respective leagues, and the white baseball team having won the title in section B of the city series. It is regretted, however, that they lost out in the final playoff for the championship of the city. As a result of the fine showing this year, three more trophies will be placed in Harding Hall.

The orchestra has worked very hard during the past year and deserves great credit for the enjoyment it has afforded the employees on numerous occasions. When national holidays were observed in Harding Hall, appropriate musical programs were rendered. This orchestra, composed of employees of varied musical ability, through diligent practice on their own time has developed into an organization of which we are proud. The charitable spirit of this unit is evidenced by the many evenings of pleasure they have afforded various hospitals, homes, and churches.

#### HARDING HALL A POPULAR PLACE

Additional activities in Harding Hall during the year, as reported by Mr. William D. Skeen, vice president of the employees' association in charge of Harding Hall affairs, were:

July 16: About 140 boys and girls from the Masonic Home at Richmond, Va., were entertained at lunch and then escorted through the office, our orchestra furnishing a very fine program for their entertainment.

September 12: A banquet and entertainment to the delegates and their ladies of the Fourth District, U. T. A. Convention; 300 were in attendance and our orchestra furnished the music; we were assisted by 25 ladies of the office.

September 27: Mr. Chris Steidinger, superintendent of the Zeese-Wilkinson Co., of New York, gave an interesting lecture on color printing. He had a fine exhibit of color work on display, which he made use of in his remarks. The affair was held under the auspices of the Printing House Craftsmen.

October 23: Luncheon in honor of the visiting members of the German Master Printers' Union. On this occasion the menu was printed in German; our guests were escorted through the office and were much pleased with their visit.

November 21: Illustrated lecture, *The Romance of the Linotype*, by Mr. John R. Rogers, of the Mergenthaler Linotype Co.



November 26: Thanksgiving Day exercises. Address by Rev. Jason Noble Pierce, of the First Congregational Church; solos by Miss Thelma Smith, soloist of the Church of the Covenant.

December 31: Practically the entire office assembled in Harding Hall at the close of the day's work to pay their respects to the Public Printer and family and extend the greetings of the New Year.

December 31: A New Year's Eve vaudeville performance with music by the Night Government Printing Office Orchestra, for the entertainment of the night employees, was terminated at the stroke of 12 by a short address by the Public Printer.

February 28: Meeting of the Washington Printing House Craftsmen at which Mr. Oscar H. Hale, chief proof reader of the Curtis Publishing Co., delivered an address and Mr. Alton B. Carty, chairman of the research committee, gave an interesting talk on plate making.

March 5: Inaugural concert by courtesy of the Hamilton Club Chorus of Chicago.

March 9: An exhibit of specimens of contemporary commercial printing by courtesy of the American Institute of Graphic Arts of New York City. The exhibit remained in Harding Hall until March 21.

March 19: A voluntary meeting of fully 2,500 employees, at which a resolution was unanimously adopted declaring statements published in the newspapers as to the working conditions and morale of the office to be untrue.

April 1: A permanent exhibit of products of the Government Printing Office was installed in Harding Hall under direction of the Superintendent of Binding.

May 30: Memorial Day exercises under the auspices of the United Veterans of American Wars. The address for the first period was by Right Rev. James E. Freeman, Bishop of the Diocese of Washington, and the second by Rev. John C. Palmer, pastor of the Washington Heights Presbyterian Church. Solos for both periods were rendered by Miss Hazel C. Arth, soloist of the Church of the Sacred Heart. Music by the Government Printing Office Orchestra.

#### LABOR CONDITIONS BECOME NORMAL

With the completion, in December, 1924, of wage negotiations under the Kiess Act, labor conditions in the Government Printing Office became quite normal, except for the regrettable but necessary reduction and furlough of the force on account of the long recess of Congress and the depletion of departmental printing funds.

During the last five years wage and salary increases have been granted to practically every employee of the Government Printing Office. The present wage roll is approximately \$2,000,000 more per year than in 1921, based on the same number of employees. The wage increases granted by the Kiess Act and by the Public Printer during the last four years amount to \$1,150,000. The additional pay-roll increase represents the former \$240 bonus which was included as permanent wages under the provisions of the Kiess Act. This advance of wages is far more than had ever been granted to employees for many years. Salaries and wages for the fiscal year 1925 amounted to \$7,646,875.11.

The employees were justly entitled to the increases. Their wages had been inadequate for a number of years, owing to the arbitrary action of a selfish clique which, because it could not dominate the office for its own purpose, prevented a readjustment of wages until Congress, on recommendation of the Public Printer, passed the Kiess Act.

The new law abolished the statutory wages for printers, pressmen, and bookbinders and adopted the collective bargaining plan for adjusting the wages of all employees, except about 375 who are subject to the classification act. Accordingly, the Public Printer entered into wage negotiations with all the trades employed in the

office, and the agreements were promptly approved by the Joint Committee on Printing.

The new rates of pay have been in effect for more than a year with apparently quite general satisfaction. A few requests were filed recently for minor readjustments. As these requests were not received until after the estimates for the next fiscal year had been submitted to the Bureau of the Budget, it was not possible to consider them in preparing the Budget estimates for the next fiscal year. In fact, under the Kiess Act which provides that wages shall not be subject to change oftener than once a year after the first settlement, the Public Printer had no authority to estimate for further wage changes in advance of negotiation with employees and approval by the Joint Committee on Printing.

#### WAGES INCREASED COST OF PRINTING

In the Budget for the fiscal year ending June 30, 1926, the Public Printer estimated that the cost of printing for that year would increase approximately 20 per cent on account of the higher wages allowed by the Kiess Act. However, the Budget and Congress did not increase the departmental printing appropriations sufficient to order as much printing at the higher rate as heretofore. Consequently, the departments had to reduce their orders to keep within available funds. This also caused the slacking up of work in the last four months of the fiscal year 1925 and necessitated a corresponding reduction in expenditures for materials and wages. A similar situation will result from any substantial increase of wages in the future, unless the departments shall obtain additional appropriations from Congress to cover the increased charges which this office would have to make to meet higher wage costs.

Under the present law the Public Printer submits estimates only for printing for Congress itself, and for salaries of employees in the offices of the Public Printer and Superintendent of Documents. The salary estimates are restricted by the average rates of the classification act. The Comptroller General has held that, in applying the average provision of the appropriation act, the offices of the Public Printer and the Superintendent of Documents shall be considered as one unit. This interpretation of the law has seriously interfered with the proper readjustment of salaries of employees in the two offices which are, in fact, separate and distinct units having little in common either as to work or supervision. The office of the Superintendent of Documents is in a reality a bureau complete in itself and occupies the same position in the Printing Office organization as do the various bureaus in the executive departments. Department bureaus, however, are treated as separate appropriation units under the classification act, if their activities are dissimilar, and it is believed that the same consideration should be given to the office of the Superintendent of Documents. Accordingly, an amendment has been proposed in the Budget estimates to remedy this discrimination.

#### EMPLOYEES' LEAVE PAY AT DAY RATE

Attention is invited to a new provision in the Budget estimates fixing the leave of absence pay for employees at the day rate for their regular positions when leave is granted. Employees who work

at night during any portion of the year receive 15 per cent extra for such service, and are allowed leave pay at the rate (including the extra night compensation) received during the period the leave is earned. This seems to be an unfair discrimination against the day worker who has had no chance to increase his leave compensation with extra pay at the night rate. Congress, in authorizing the 30 days' annual leave of absence with pay, may not have intended that an employee's compensation, while on leave, should be based on his extra earnings for night work during the year. It would seem more equitable to grant all employees of similar grade leave at the same rate of pay, whether they had been employed on day or night work during the previous year.

The provision relative to leave pay is not new. It originated some years ago with the Printing Committees of Congress, and was included in the general printing bills which were passed by either the Senate or the House in several Congresses. Reports of the Senate and House Committees on the printing bill as considered by the Sixty-fourth Congress contain the following explanation of this provision:

This paragraph also attempts to harmonize the various provisions of law, amendments, interpretations, and decisions relating to leaves of absence granted to the employees of the Government Printing Office. It provides that employees of the Government Printing Office shall be given leave at the day rate of pay received by them at the time the leave is granted. The present practice is to accord them leave at the rate of pay received at the time the leave is earned. Thus, if an employee rated at \$4 a day happens to have been engaged on night work, for which he receives 20 per cent extra, he would be paid at the rate of \$4.80 per day while on leave. This is believed to be an unfair discrimination against the \$1-a-day employee who has not had the opportunity to earn 20 per cent extra for night work, and who must take his leave at the \$4 rate. The committee does not believe the employee is entitled to receive the 20 per cent extra allowed for night work while enjoying a 30 days' leave of absence at the expense of the Government. The extra allowance for night work is in full compensation for labor at such unusual hours, but is not intended to apply to other than work performed at night.

Paying for leave at the day rate at the time leave is granted would not materially affect the compensation of employees as a whole. Those whose wages may be increased during the year would be benefited, while those who work at night would receive the current day rate during their leave period. As a comparatively small night force is employed, except when Congress is in session, a large majority of employees receive the day rate anyway while on leave.

The present requirement that leave pay shall be computed at the rate earned during the previous year seriously complicates the time and pay rolls, and makes much additional accounting work, both in this office and the General Accounting Office. This could be simplified by adopting the plan heretofore proposed by the Printing Committees of Congress.

#### EXTRA RATES FOR DOCUMENTS FORCE

Another complication as to extra rates of pay was settled by Congress in the appropriation act for 1926 which authorizes the Public Printer to pay the same additional compensation to employees under the Superintendent of Documents as is allowed to other employees



of the Government Printing Office. The Comptroller General had held that the Kiess Act did not apply to employees of the documents division whose rates of pay are subject to the classification act, and that their night rate of pay continued at 20 per cent extra regardless of the number of hours worked in any one day. Under the new wage agreement all other employees receive 15 per cent extra for night work and 50 per cent extra for overtime. The amendment permitted the Public Printer to extend the extra rates for night, Sunday, holiday, and overtime work to approximately 110 out of the 260 employees in the documents division and placed them on the same basis in this regard as other employees of the Government Printing Office.

The labor turn-over during the fiscal year 1925 was rather large, due partly to the necessary reduction of the force last March and partly to the unsettled wage conditions earlier in the year. There were 734 separations and 116 retirements in the fiscal year 1925. The largest number of separations and retirements was among the printers, of whom 360 left the service, 60 by retirement. Of 116 employees who retired during the year, 108 were entitled to life annuity payments from the Government.

Appointments for the year numbered 556, of whom 242 were printers. Twelve pressmen were added to the rolls and 10 dropped by separation or retirement. Only two bookbinders were appointed, while 23 were dropped, 15 by retirement. In the plate-making division, 11 skilled workers were appointed and 18 separated or retired. Among other mechanics, there were 4 appointments, 29 separations, and 1 retirement.

#### NEED FOR COMPETENT PRINTERS

As indicated by the large number of appointments, separations, and retirements of printers, the Civil Service Commission has been unable to keep this office supplied with a sufficient number of competent printers, especially those qualified as proof readers and linotype and monotype keyboard operators.

During the year 112 linotype operators were appointed and nearly all of them were secured before the Civil Service Commission was able to supply any from its list. The appointments, however, were almost entirely offset by the separation of 107 operators, most of whom failed to meet the production requirements of the office. Sixty-eight proof readers left the service by separation or retirement. Of monotype keyboard operators, 28 were appointed and 29 were separated or retired.

For more than seven years prior to October, 1924, the civil service lists of printers were almost constantly exhausted, and the commission was unable to supply this office with much-needed compositors, proof readers, and typesetting-machine operators. During that period and up to March 9, 1925, the Civil Service Commission had to authorize the Public Printer to make emergency appointments without preliminary examination. Only in this way was the Public Printer able to obtain any number of printers at all, and these were secured almost entirely through the direct efforts of the Government Printing Office.

## REQUEST FOR TWO-YEAR OPERATORS

On account of the lack of linotype and monotype operators of four years' trade experience, the Civil Service Commission was requested more than a year ago to call for a limited number of operators with at least two years' training. The reasons for this request were set forth by the Public Printer in the following letter to the commission under date of November 19, 1924:

Receipt is acknowledged of your letter of November 11, stating that the announcements of examinations for linotype and monotype keyboard operators have been held up because of doubt in the minds of the commission as to whether two years' experience in the printing trade is sufficient to qualify for service as an operator in the Government Printing Office.

I note that attention has been called to my letter to the commission of February 7, 1922, in which I recommended that announcements of examinations for linotype operators should require at least four years' experience in the trade.

When I made the statement quoted from my letter of February 7, 1922, I had been Public Printer less than a year. The opinion then expressed was my best judgment at that time. I have since made a more thorough investigation and study of the question as to whether all linotype and monotype keyboard operators should be required to first serve an apprenticeship of four years to qualify them as journeymen compositors before they are allowed to train as keyboard operators. It has been ascertained that such an extensive training as hand compositors is not required by a number of the best linotype and monotype schools in the country, including those operated by the Mergenthaler Linotype Co. and the Lanston Monotype Machine Co. Furthermore, many commercial printing plants have successfully manned their typesetting machines with nonprinter operators. At least several large machine composition plants employ either all or a considerable number of nonprinter operators whose output, both as to quality and quantity, appears to equal that of the best printer-operators.

Confirming information I previously gathered I inclosed herewith for your consideration communications which have recently been addressed to me, at my request, from the Mergenthaler Linotype Co., of Brooklyn; the Lanston Monotype Machine Co., of Philadelphia; and the Deputy Public Printer, Mr. John Greene. Mr. Greene recently made an investigation of this subject while in Boston and agrees with me as to the desirability of employing a reasonable number of nonprinter operators in the Government Printing Office.

When my letter from which you quote was written the wage of operators employed in the Government Printing Office was fixed by act of Congress which specifically designated this class of employees as "printer linotype operators" and "printer monotype keyboard operators" (41 Stats. 272). This wage law was repealed by the act approved June 7, 1924 (Public No. 276). Therefore I am of the opinion that this office is not now required by law to employ printer linotype operators and printer monotype keyboard operators.

I have been informed that representatives of the Columbia Typographical Union, of Washington, have protested to the commission against the proposed employment of nonprinter operators in the Government Printing Office. As a matter of fact, the International Typographical Union has issued cards to a number of persons under which they have obtained employment as linotype and monotype keyboard operators with the sanction of the union without having first completed four years' apprenticeship in the printing trade. Several such instances have come to my personal attention in this office. Some of these operators are considered to be fully as efficient as those who first trained as hand compositors.

While I do not contend that nonprinter operators are fully as desirable at all times as printer-operators, owing to the fact that the former can be used only for machine-composition work, I am decidedly of the opinion that a reasonable number of efficient nonprinter operators can be used in a large plant like the Government Printing Office where a considerable number have to be employed at all times on machine composition.



I, therefore, most urgently recommend that the commission approve an examination for a special class of linotype and monotype keyboard operators with the requirement that they shall have had at least two years' experience in the printing trade, of which at least one year shall have been in the operation of a linotype (or similar typesetting machine) or monotype keyboard. If the operators with such experience show the required quantity and quality of work, their employment by the Government Printing Office will be most advantageous and would likewise provide Government positions for war veterans who have been trained as operators under the direction of the Veterans' Bureau. Few, if any, of the veteran trainees have served four years' apprenticeship as hand compositors and are therefore ineligible at present for appointment as linotype or monotype keyboard operators in the Government Printing Office.

After having indicated that it would approve the request for two-year operators the commission finally notified the Public Printer, on October 30, 1925, that "so long as it is possible for the commission to secure sufficient eligibles for these positions with a four-year apprenticeship, as required heretofore, the commission does not consider it necessary to reduce the requirement to two years."

As a matter of fact, only for several months following the adjournment of Congress last March and the consequent slacking of work in this office was the commission able for the first time in seven years to furnish a waiting list of eligible operators. That list has already been exhausted and the Government Printing Office is again unable to obtain enough operators to expedite properly the printing necessary for Congress and the departments.

A further statement in regard to the proposal to employ operators of less than four years' experience will be found on page 82 of this report.

#### COPYHOLDERS AND PROOF READERS

The office has been greatly handicapped by the failure of the Civil Service Commission to approve its recommendation for the appointment of proof-room copyholders, from whom it was planned to train an adequate force of competent proof readers. Contrary to the universal practice of the printing trade from time immemorial, the commission has insisted that these positions shall be placed in a clerical status and shall not be considered for any purpose as part of the mechanical trade of printing. The commission has further required that they shall be appointed through examination for departmental editorial clerks instead of by special examination for proof-room copyholders as recommended by the Public Printer.

This office can not agree to any such flagrant violation of the traditions of the printing trade. Copyholding and proof reading are essential operations in the production of printing, and the persons who do such work, whether experienced in other branches of the printing trade or not, are in no sense clerks; nor have they anything in common with department clerks either as to kind of work, rates of wages, or hours of service. Proof reading is a branch of the printing trade, and persons employed at that work have long had the same industrial status as other printing mechanics who likewise specialize, either as hand compositors, makers-up, imposers, machine operators, etc.

Although ability to read proof has been an essential qualification of the competent printer, specialization in the trade by the introduc-

tion of typesetting machines has greatly restricted the training of printers as proof readers. It has become impossible to obtain enough printers who are properly qualified to read proof. In all large printing plants, such as the Government Printing Office, many proof readers are employed exclusively at that work and it is not so important that they shall be thoroughly versed in other branches of the printing trade.

#### PROOF READER A PRINTING MECHANIC

Inasmuch as the work of all proof readers, whether trained as printers or not, requires the same experience in that particular branch of the trade, this office could not accept the suggestion of the commission that proof readers be divided into two classes, one having a clerical status and the other a mechanical status, according to whether they had been previously trained as printers. A proof reader is a printing mechanic, regardless of whether he may have had other trade experience as a hand compositor or a machine operator.

The views of the Public Printer in this regard are further set forth in the following communication to the Civil Service Commission under date of October 6, 1925:

Replying to your letter of September 4 about the appointment of copyholders and proof readers for the Government Printing Office, I regret to state that this office does not agree with the commission's proposal to classify these positions as clerical. To do so would be contrary to the facts and not in accord with the history and practice of the printing trade. Ever since Gutenberg's time, copyholding and proof reading have been recognized as essential operations in the printing trade. While mechanically possible to print without proof reading, it is practically impossible to complete the work of a printing office without copyholders and proof readers. These occupations are necessarily allied with the other printing crafts and constitute an essential part of the trade. They are entitled, therefore, to be accorded the same status as compositors, pressmen, bookbinders, and all other occupations that are required in the work of a printing plant such as the Government Printing Office.

The Government, like every other employing printer, has heretofore treated copyholders and proof readers as members of the printing craft along with compositors and typesetting machine operators, thus placing them in a mechanical trade status. That has been the universal practice of the Government Printing Office for many years.

The Reclassification Commission recognized this fact in its report to Congress (H. Doc. 686, 66 Cong., p. 388), in which the positions of copyholder and proof reader were classified with the printing trades' service. The classification act of 1923 excluded from its schedules all positions in a recognized trade or craft. In accordance with this act, all positions in the printing trades, including copyholders and proof readers, have been retained in the mechanical trades and nonclerical groups, which are not subject to the class specifications for clerical positions.

Likewise, these occupations have been held to be mechanical in the application of the retirement law by both the Civil Service Commission and the retirement division of the Department of the Interior. Your attention is respectfully invited to the schedule of mechanical occupations listed on pages 3 and 4 of the Retirement Act Handbook (Department of the Interior), which specifically enumerates copyholders and proof readers as mechanical occupations for retirement at 65 years. In this connection, the Civil Service Commission is quoted as having held on April 12, 1922, that employees "whose designations place them clearly within the list of mechanical trades and allied occupations" may properly be regarded as mechanics retireable at 65. Circular No. 4 issued by the Civil Service Commission, under date of June 12, 1920, also lists copyholders and proof readers as mechanics and states that the list is taken from positions classified as mechanical in Census Bulletin 12 of 1904.



It seems beyond controversy that copyholding and proof reading are at least occupations "allied" with the mechanical trade of printing and, according to the uniform decisions heretofore, are entitled to retirement at 65 years as "mechanics."

#### RETIREMENT AGE OF PROOF READERS

Although the commission's letter of September 4 questions the mechanical status of only the nonprinter copyholders and proof readers desired by this office in addition to printer proof readers, I understand, from subsequent conferences with a representative of the commission, that you also have under consideration a proposal to transfer all proof readers from mechanical to clerical status retirable at 70 instead of 65 years. This is indicated by your letter of September 30 requesting that the opinion expressed in letters of the commission concerning the mechanical status of certain employees of the Government Printing Office be not considered as final at this time. I have undertaken, therefore, to discuss the subject as if it were definitely proposed to place all copyholders and proof readers, whether trained as printers or not, in a clerical status for retirement and other purposes. To this change, I am most decidedly opposed.

While true that the Government Printing Office has had to obtain its proof readers from persons who have qualified as compositors and typesetting machine operators, it does not follow that such training is necessarily a prerequisite for qualified proof readers and copyholders or that these occupations are any the less a part of the printing trade for lack of experience as mere typesetters. Many newspapers and book and job printing offices employ nonprinter copyholders and proof readers. Among these are such careful publishers of textbooks and works of literature as Ginn & Co., Houghton Mifflin Co., and R. R. Donnelley & Sons Co.

The International Typographical Union at its recent convention defeated a proposed amendment to its laws requiring that only "practical union printers" shall be employed as proof readers in all offices under its jurisdiction. This action is recorded on page 71 of the Typographical Journal supplement of September, 1925. In discussing the amendment, Delegate Nolan, of Albany, N. Y., stated that "there are a number of competent nonprinter proof readers, and this law would do them an injustice." Delegate Cotter, of Dayton, Ohio, informed the convention that girls are reading proof in Dayton, and that none of them are practical printers. Delegate Keaveny, of New York City, also told the I. T. U. convention that "In many offices proof readers are not recognized," which was to say that many proof readers in New York City are not journeyman printers.

Columbia Typographical Union of this city, whose officers, I understand, have protested to the commission against the appointment of nonprinter copyholders in the Government Printing Office, has sanctioned the employment of apprentices as copyholders in union printing offices in Washington. Authority for such employment of apprentices is contained in article 2, section 2, of the constitution of Columbia Union. It appears inconsistent, therefore, on the part of the local union officers to object to the employment of nonprinter copyholders in the Government Printing Office, while permitting the use of mere apprentices as copyholders in other printing offices in Washington.

Typographical Union cards have been granted proof readers who have not served the required apprenticeship as compositors. I recall especially the case of a proof reader on a Bristol, Tenn., newspaper who applied for appointment as a reader in the Government Printing Office. He was advised that under civil-service requirements he would have to qualify first as a compositor. Shortly afterwards the Tennessee proof reader advised this office that, although not a journeyman printer, he had been granted a card by his local typographical union. In addition to not having served an apprenticeship as a compositor, this man was physically disqualified for such work by reason of having only one arm. Notwithstanding these disqualifications, the Tennessee union had granted him a card entitling him to work as a printer or proof reader in any union shop.

#### BETTER QUALIFIED READERS NEEDED

The commission, in stating that it believes the work to be performed by nonprinter copyholders and proof readers will be of a somewhat different nature from that required of ordinary proof readers in the Government Printing Office, has not a correct understanding of the proposition. The desire and the

necessity is to obtain better qualified proof readers than have been procurable from the list of compositors and typesetting machine operators to which this office is now restricted. Therefore, it is proposed to require a higher educational standard of persons who might be appointed as copyholders and trained for the trade of proof reading. It is hoped that from both the printer and the copyholder lists this office may be able to build up a competent force of proof readers of which it is greatly in need. The present system has failed, and it is imperative that some other plan be devised to carry on this work which is so vital to correct printing and the proper preparation of Government publications. It is believed that the employment of copyholders possessing special qualifications and the proper training of copyholders for proof reading will help materially to raise the standard of that work in this office. However, the duties of such persons as proof readers, except in certain individual cases, will not be essentially different from our present readers, and I see no reason for a different designation such as you have proposed. Of course, it is not intended or desired to have nonprinter readers perform work that requires special training as compositors or typesetting machine operators; but as long as they may be employed at reading proof or on related work, such as revising and copy editing, there does not appear to be any substantial reason in discriminating between printer and nonprinter readers.

I am not particular about the designation of nonprinter readers, but I see no necessity for calling them by any other name such as "proof reviewers" as suggested by your letter. In countries where the art of printing originated and has been practiced for many centuries, proof readers are generally designated as "correctors" or "correcteurs." The British Master Printers' Annual records the organization of an "Association of Correctors of the Press" separate from the "Society of Compositors"; and the wage scale of the British correctors of the press provides the same rate of pay for "readers" and "reader-compositors," which indicates that both printer and nonprinter proof readers are employed in English printing plants on an equal footing.

#### EDUCATIONAL TRAINING OF READERS

It is very necessary that this office shall be permitted to obtain proof readers better qualified to handle the high class of publications printed for the many technical branches of the Government service. Readers having higher educational training and experience than that of the average printer are employed by many of the best book publishers, but this office has not been able to secure the services of similarly qualified readers on account of the restriction that only compositors and machine operators can be assigned to the work of proof reading. Although all compositors are supposed to have had some training at proof reading to qualify them as journeymen printers, the fact is the proof-reading experience of many compositors has been very limited and their education inadequate for intelligent and proper reading of the large number of technical books and the numerous publications in foreign languages which this office is required to print for various branches of the Government service. That the ability of the ordinary printer to read proof has greatly deteriorated is clearly shown by the report of the New York committee on proof-room survey, which was submitted to the International Typographical Union at its recent convention. In this report the committee states:

"It was apparent from the answers to interrogations that the occupation of proof reading is no longer a desirable one, and that the young men in the printing business have little inclination to follow it as a means of livelihood. Before the advent of the typesetting machines a high standard of competence was demanded of the proof reader, and in recognition of his ability he was usually paid a salary higher than the union scale.

"Coincident with the general adoption of the machine for straight composition there was a gradual lessening in the endeavor to maintain a uniform 'style,' particularly on the newspapers. The correction of even a single error necessitated the resetting of an entire line, and the proof reader who made what could be regarded as unnecessary marks soon found himself in disfavor, from the viewpoint of both the composing room executive and the machine operator. Especially obnoxious was he who had the temerity to mark an incorrect division, with the consequent resetting of two lines.

"Thus subjected to ill-will and hostile criticism and realizing the hopelessness of trying to maintain the standard he had been accustomed to, the proof



reader was forced to reconcile himself to the new order of things. Inaccuracies in grammar, spelling, punctuation, and capitalization were literally winked at, and the field of his activity was limited to the correction of misspelled words and the deleting of an occasional 'pi' line. This is especially true of the daily newspapers, where speed is vital and where it frequently happens that everything must be sacrificed to getting the paper out on time.

"Various remedies were offered that, it was hoped, would restore the proof room to at least a measurable degree of its former status, and chief among these was the establishment by the union of a school for proof readers. Others were advanced which, while possessing elements of merit, the committee also felt constrained to reject. It is with much reluctance that the committee reports adversely on the institution of a school for proof readers, as the project had many supporters, but the idea is deemed impracticable, as the committee is convinced that those already working as proof readers would not care to become members of the school."

Further evidence that proof reading is becoming a lost art is given by the Columbus, Ohio, correspondent of the *Typographical Journal*, who complains in the September issue that "from being one of the most important jobs on a newspaper, the position of proof reader has developed into a mere 'pi-line hunter.'"

#### DECAY OF PROOF-ROOM STANDARDS

It is from this arid and unpromising field that the Government Printing Office has had to recruit its force of proof readers from time to time, with the result that much of our work has of necessity been of the same mediocre and haphazard style as is readily apparent even to the untrained eye in the newspapers and magazines of to-day. The *Typographical Union* is not alone in recognizing the growing dislike of its members to qualify as competent proof readers. The reader who takes pride in his work naturally dislikes the restrictions that have been placed on his corrections by the indifference of newspaper publishers who insist on quantity rather than quality of output. Directly in point is an article on the "Decay of proof-room standards," written by Edward N. Teall, a noted authority on proof reading, which is printed in the October issue of the *Inland Printer*. Replying to the question "Why is proof reading in decay?" Mr. Teall answers:

"Partly because proof readers do not fight for the old ideals of their calling. Partly because the union does not fight effectively for better selection of proof readers. Partly because publishers are not proud enough of clean pages. But finally and fundamentally because this is a careless, slipshod age, willing to get by with the least effort, ignorant of old sciences and indifferent to their values."

Mr. Teall was prompted to write of the proof-room problem by a letter from a New York compositor who makes this significant statement concerning the present-day standard of proof reading by New York printers:

"In New York City an operator undergoes a test before receiving his union card. If there is any test for applicants for proof reading, it appears to be not very exigent, since those who are unversed even in the accepted technicalities of marking a proof are 'getting by' in increasing numbers."

To the statement of the New York critic Mr. Teall accords in saying:

"I agree with this critic's arraignment of the publishers. I must agree with him in what he had to say about union standards; that is to say, while indulging in no sweeping criticism, I do feel that there is some ground for criticism, and that it would be good for the unions to plan a campaign in behalf of higher standards."

Although I have far exceeded the extent to which I intended to carry this discussion, I can not refrain from calling your attention also to an editorial on "Proof reading" which was published in the July 25 issue of *Printing*, a well-known trade paper. In commenting on the subject, the editor of *Printing* says:

"At the risk of showing our rank ignorance, we are going to say that we don't believe it is necessary for a proof reader to have had typesetting experience and that as a matter of fact efficient proof reading requires an entirely different kind of training."

"Let us be perfectly frank and say that one of the weak spots in most printing shops is the proof-reading department. The average of proof read-

ing is decidedly less than good, and the reason, we are convinced, is that union regulation which classes proof readers as compositors.

"The compositor must know the rules of typography, must know the type case, and have a thorough familiarity with type faces and type sizes. He must know how to set type, how to space, justify, make up a page or impose a form, lock up a form for press or foundry, and a score of other similar duties. The proof reader, on the other hand, must know entirely different things. He must know English, spelling, grammatical construction, punctuation, and he must have a quick eye to catch transpositions, wrong fonts, and the like.

"Proof readers should be recruited from an entirely different field from that of practical printing. There is a decidedly low standard of proof reading existent to-day which the employing printers of the country should take steps to improve. And the way to start is to separate proof reading from composition and to make of proof reading as much a separate vocation as is typesetting, presswork, or any of the other departments of the modern print shop."

#### PRINTER READERS ARE PREFERRED

I am of the opinion that qualified printer readers are much to be preferred to nonprinter readers in this office, owing to the varying requirements of our work which necessitates the shifting of employees to and from the composing and proof rooms as the occasion may require larger or decreased forces in either. But there is always need for a considerable number of permanent readers and copyholders, and these positions could as well, or even better, be filled by qualified persons who are not journeymen printers.

To obtain better printer readers, this office has already suggested to a representative of the commission that a separate register be established of compositors and operators who are especially qualified as proof readers. This may be done by rating the compositors and operators on the present list, but the difficulty is that their papers generally give little or no information of value in determining ability as proof readers. I recommend, therefore, in announcing future examinations, statement be made that a separate register will be maintained for compositors and operators who submit detailed and acceptable evidence of their ability to read proof according to the standards of approved book and job printing. Special credit should be given for higher educational qualifications and ability to read and edit foreign languages. It seems desirable also to establish separate registers for job compositors, estimators, computers, and possibly some other special classes required by this office. In that way the office may be able to obtain properly trained employees without being required to select men of ordinary experience, when others of ability along special lines are included in the civil-service lists, but owing to their general rating are not within reach for appointment. The present single list is a severe handicap to the office in obtaining printers having special qualifications as proof readers, job compositors, estimators, and computers. Therefore it is earnestly requested that relief be granted by the establishment of separate registers of persons having special qualifications for certain designated positions, with the understanding that appointment of printers from these registers will not interfere with the flexibility of the force by their subsequent transfer to other occupations within the trade.

Furthermore, I am of the opinion that nonprinter copyholders should be appointed from appropriate registers of special examinations, with eligibility, if qualified, for promotion to the position of proof reader, copy editor, and related occupations after probationary period without further examination, and that persons appointed as copyholders and promoted to related occupations should be assigned to a mechanical trade status.

I appreciate the consideration that the commission has already given to this subject and the proposals submitted in its letter of September 4, but as the matter is one of great concern in the successful operation of the Government Printing Office I respectfully ask that the matter be reviewed and that your decision may be favorable to the suggestions herein submitted.

Under date of October 30, 1925, the Civil Service Commission advised the Public Printer of its final refusal to grant a mechanical status to copyholders and proof readers appointed under an examination requiring no previous experience in the printing trade. Con-



sequently this office is unable to function the same as other large printing plants that employ many nonprinter proof readers.

#### PRESS FEEDERS' TRAINING TOO LIMITED

Another recent instance of lack of understanding by the Civil Service Commission of the requirements of the work of a printing office was its refusal to call for press feeders with the necessary experience for competent service in the Government Printing Office. On the expert advice of presswork officials the Public Printer requested the commission to increase the training requirement of press-feeder applicants from three to six months, so that thoroughly skilled feeders might be available for employment. Even six months is less than the minimum experience generally required in the trade for the proper training of press feeders.

As the Government Printing Office does not undertake to train press feeders but employs only experienced feeders at a good rate of pay, the Public Printer believes that the Government is entitled to the service of efficient feeders, and therefore proposed that at least six months' experience should be required. The commission, however, seems to attach more importance to the educational and psychological examination of press feeders than to their training and experience in the work for which they are to be employed. Consequently, in this branch of the printing trade also, the Government Printing Office may have to operate as a clerical office instead of as a manufacturing plant.

#### DUTY TO DETERMINE WORKMEN'S SKILL

The printing act of January 12, 1895 (sec. 45), which was enacted by Congress some years subsequent to the civil service law, provides that—

It shall be the duty of the Public Printer to employ workmen who are thoroughly skilled in their respective branches of industry, as shown by trial of their skill under his direction. (28 Stat. L. 607.)

The law thus definitely fixes the duty of employing thoroughly skilled workmen upon the Public Printer and not upon the Civil Service Commission. The right to decide whether workmen are "thoroughly skilled" is also vested in the Public Printer by the provision requiring that trial of their skill shall be made "under his direction." With this duty and right, the Public Printer must, of necessity, determine the training and experience that workmen shall have had to be deemed "thoroughly skilled in their respective branches of industry."

If the jurisdiction of the Civil Service Commission applies at all to the Government Printing Office, it is limited to the certification of such workmen as the Public Printer shall deem to be "thoroughly skilled" and to the protection of their rights under the civil service law.

The civil-service status of the Government Printing Office has long been a debatable question, and, with the increasing complication of its administration under the bewildering rulings of the Civil Service Commission, the Bureau of Efficiency, the Personnel Classi-

fication Board, the Retirement Board, the General Accounting Office, and the General Supply Committee, the present seems to be a fitting time to invite the attention of Congress to this complicated situation.

#### OFFICE IN LEGISLATIVE ESTABLISHMENT

As is well known, the Government Printing Office was established by Congress primarily for its own convenience, and, through the Joint Committee on Printing, Congress has continued to exercise in many ways direct control over the conduct of the office. The Government Printing Office has generally been designated as an independent establishment of the Government, not being included by law in any of the executive departments, and Congress has persistently clung to the office, along with the Library of Congress and the Botanic Garden, as a part of the legislative establishment of the Government. Appropriations for the Government Printing Office are regularly estimated by the Bureau of the Budget as a part of the expenses of the legislative establishment and are included by Congress in the annual legislative appropriation bill. The Congressional Directory has for years listed the Government Printing Office as a congressional establishment.

Senator Root, one of the foremost authorities on governmental matters, in discussing printing legislation in the Senate on March 12, 1912, declared:

The office of the Public Printer is an anomaly in our system of administration. \* \* \* The Government Printing Office is not in any executive department and has no supervision, and has never had any supervision, except the supervision of Congress. \* \* \* Now, either Congress ought to make its own supervision adequate, if it is going to perform that duty, and create for it adequate machinery and fix upon somebody the responsibility, or else it ought to put this bureau in an executive department. Whichever Congress chooses to do is all right; but the office is to-day a lost child, and has been ever since I have known anything about the administration of the Government of the United States.

The Government Printing Office was not placed under the civil service until June 13, 1895, when President Cleveland issued an Executive order blanketing all its employees into the classified service. Serious question was raised at that time as to whether the President had this authority under the civil service act of January 16, 1883.

The International Typographical Union adopted resolutions at its conventions in 1892 and 1896 condemning the application of the civil-service system to the Government Printing Office.

Gen. Charles H. Grosvenor, of Ohio, in a speech in the House of Representatives on July 19, 1897, submitted a brief by, as he asserted, "one of the best-known lawyers in the United States," arguing that the civil service law did not apply to the Government Printing Office as it is not an executive department.

The Senate, by resolution of February 9, 1898, directed its Judiciary Committee to inquire and report whether the Executive order extending the civil service law to the Government Printing Office was valid and of binding force, but it does not appear that the committee ever submitted a report.



## INQUIRY MADE INTO CIVIL-SERVICE STATUS

In 1898 President McKinley directed the heads of executive departments to inquire into the validity of various Executive orders issued by President Cleveland extending the application of the civil service law, with a view, as publicly announced at the time, to rescinding some of them.

Attorney General Griggs rendered an opinion on April 28, 1898, that the civil service law did not apply to the officers and employees of the District of Columbia.

I have been informed that about the same time one of the high ranking law officers of the Government prepared a somewhat similar opinion, in which he held that "the Government Printing Office is not an executive branch of the Government within the meaning of that term in the civil service act, nor is it a branch or division of any of the executive departments," and that "the provisions of the civil service act can not lawfully be applied to the officers or employees therein." This opinion was withdrawn, for some unknown reason, before it became a matter of official record, and therefore had no effect on the status of the Government Printing Office at that time.

For the information of Congress in considering, if it deems fit, the civil-service status of the Government Printing Office, so that all doubt may be authoritatively settled for the protection of employees as to their civil-service and retirement rights, I submit herewith the unrecorded opinion referred to, bearing the date of April 30, 1898. In doing so, I do not desire to be understood as favoring in any way a return to the "spoils system" of selecting employees of the Government Printing Office or as seeking to restrict the proper application of the civil service law to this office.

## OPINION ON PRESIDENT CLEVELAND'S ORDER

The opinion in full is as follows:

APRIL 30, 1898.

SIR: In response to your request for my opinion as to whether the civil service act approved January 16, 1888, entitled "An act to regulate and improve the civil service of the United States," can lawfully be applied to the employees of the Government in the Government Printing Office, I have the honor to advise you as follows:

The scope of the application of the civil service act, so far as classification is concerned, is defined and limited by the third division of section 6 and by the latter part of section 7, which I hereby quote, as follows:

"SEC. 6. Third. That from time to time said Secretary, the Postmaster General, and each of the heads of departments mentioned in the one hundred and fifty-eighth section of the Revised Statutes, and each head of an office, shall, on the direction of the President, and for facilitating the execution of this act, respectively revise any then existing classification or arrangement of those in their respective departments and offices, and shall, for the purposes of the examination herein provided for, include in one or more of such classes, so far as practicable, subordinate places, clerks, and officers in the public service pertaining to their respective departments not before classified for examination."

The latter part of section 7 reads:

"Nor shall any officer not in the executive branch of the Government  
\* \* \* be required to be classified hereunder."

The question therefore to be decided is whether the Government Printing Office belongs to the executive branch of the Government. If it does not belong to the executive branch of the Government, then the civil service act does not apply to it, and the employees in the Government Printing Office can not lawfully be classified under the civil service act.

What is to be understood by the executive branch of the Government as that phrase is used in section 7 can be determined from the language of the third paragraph of section 6, above quoted. It will be observed that classification of officers and employees lies at the basis of the whole civil service act. By section 2 the civil service commissioners are directed to aid the President in preparing suitable rules for carrying the act into effect, which rules, among other things, shall provide for "open, competitive examinations for testing the fitness of applicants for the public service now classified or to be classified hereunder." It is obvious from this language that only those of the public service are to be classified who are expressly provided for in the act. The third paragraph of section 6 is the efficient part of the act providing for such classification. It directs that the heads of departments mentioned in the one hundred fifty-eighth section of the Revised Statutes and each head of an office shall, on direction of the President, revise any classification already existing, and for the purposes of the examination provided for in the act shall include in one or more of such classes, so far as practicable, subordinate places, clerks, and officers in the public service pertaining to their respective departments not before classified for examination. This adopts, subject to revision, classifications already existing and provides for classification where it had not already been instituted. The question is, then, whether it refers to any branches of the Government except such as are under the control of the different executive departments defined in section 158 of the Revised Statutes. The departments mentioned in section 158 are the Department of State, the Department of War, the Department of the Treasury, the Department of Justice, the Post Office Department, the Department of the Navy, and the Department of the Interior.

The Department of Agriculture has since been created as an executive department.

By subsequent sections of the Revised Statutes the different heads of departments are specified, and are, respectively, the Secretary of State, the Secretary of War, the Attorney General, the Postmaster General, the Secretary of the Navy, and the Secretary of the Interior. These departments, including now the Department of Agriculture, are universally understood to be the executive departments of the Government.

#### PRINTING OFFICE NOT IN EXECUTIVE BRANCH

A review of the legislation creating and governing the Government Printing Office proves very conclusively that this office is not a branch of any of the executive departments.

By act of August 26, 1852 (10 Stat. 30), entitled "An act to provide for executing the public printing, and establishing the prices thereof, and for other purposes," provision was made for the appointment of a superintendent of public printing, who was made what his name implies, a superintendent of the public printing by the printers. These public printers were at that time appointed by the two Houses of Congress, each House appointing its own.

By joint resolution passed June 23, 1860 (12 Stat. 117), the public printers appointed by the two Houses of Congress were dispensed with and the whole subject of public printing was placed in charge of the superintendent, who was to superintend all the printing and binding, the purchase of paper, the purchase of other necessary materials and machinery, and the employment of proof readers, compositors, pressmen, laborers, and other hands necessary to execute the orders of Congress and of the executive and judicial departments at the city of Washington. To enable him to more effectually perform his duties he was to appoint a foreman of printing and a foreman of binding. These foremen were required to report to him and to furnish him their estimates of the amount and kind of materials required. He furnished them their supplies, for which they accounted to him. He was also to report to Congress at the beginning of each session the number of hands employed and the length of time each had been employed; and it was made his duty to report to Congress the exact condition of the public printing, binding, and engraving, the amount and cost of all such printing, binding, and engraving, the amount and



cost of all paper purchased for the same, a statement of the several bids for materials, and such further information as might be within his knowledge in regard to all matters connected therewith.

By act passed February 22, 1867, the appointment of the congressional printer was lodged with the Senate, which was directed to elect some competent person to take charge of and manage the Government Printing Office. He was given the same powers that were formerly exercised by the superintendent of public printing, and the office of superintendent of public printing was abolished. (14 Stat. 398.)

## UNITED STATES SUPREME COURT DECISION

The provisions of the statutes governing this office being as above stated, the Supreme Court of the United States in *United States v. Allison* (91 U. S. 303), after reviewing the statutes and resolutions governing the creation and modification of this office, expressly decided that the Government Printing Office was neither a bureau nor a division of either of the executive departments. It was contended in that case that because the bond of the superintendent of public printing, under the act of 1852, was to be approved by the Secretary of the Interior, therefore the control of the office was placed under the Interior Department, and the office was a branch or division of that department. This condition was distinctly negated by the decision of the court, which in deciding the main point of the case used this language:

"The Secretary of the Interior has no control whatever over the employment of men by the superintendent of public printing. He can not fix their wages or supervise the action of the superintendent in that particular. He does not pay them, and has no control whatever of the funds out of which they are paid. He may pay the superintendent for printing done upon the order of his department; but the superintendent disburses without any accountability to him. In short, the superintendent seems to have a department of his own, in which he is in a sense supreme. Certainly he is not under the control of any one of the executive departments. Apparently he is more responsible to Congress than to any other authority."

This decision of the Supreme Court is conclusive unless by legislation enacted subsequently to the act of 1867 the office of the Public Printer has been subjected to the control of one of the executive departments; but I do not find any such legislation.

The legislative, executive, and judicial appropriation act of June 20, 1874 (18 Stat. 88), provides:

"For compensation of the Congressional Printer, and the clerks and messengers in his office, \$13,917: *Provided*, That so much of the act entitled 'An act providing for the election of a Congressional Printer, approved February 22, 1867, as provides for the election of such officer by the Senate, and provides that such officer shall be deemed an officer of the Senate, shall cease and determine and become of no effect from and after the date of the first vacancy occurring in said office; that the title of said office shall hereafter be Public Printer, and he shall be deemed an officer of the United States, and said office shall be filled by appointment by the President by and with the advice and consent of the Senate."

The method by which the Public Printer is appointed does not affect the question as to whether or not his office is a branch or division of any of the executive departments. It is competent for Congress to provide for the appointment of different officers in various ways, but such officers when appointed do not necessarily become branches of the same department of the Government to which the appointing power belongs. (*Barnes v. District of Columbia*, 91 U. S. 540.)

## LEGISLATION ON THE SUBJECT QUOTED

The legislation concerning this subject in the appropriation act of June 20, 1874, above quoted, seems to have been repealed by the act of July 31, 1876 (19 Stat. 105), which provides as follows:

"That so much of all laws or parts of laws as provide for the election or appointment of Public Printer be, and the same are hereby, repealed \* \* \* and the President of the United States shall appoint, by and with the advice and consent of the Senate, a suitable person, who must be a practical printer and versed in the art of bookbinding, to take charge of and manage the Government Printing Office from and after the date aforesaid; he shall be called

the 'Public Printer,' and shall be vested with all the powers and subject to all the restriction pertaining to the officer now known as the Public Printer; he shall give bond in the sum of one hundred thousand dollars for the faithful performance of the duties of his office, said bond to be approved by the Secretary of the Interior. And the Joint Committee on Printing are hereby authorized and directed to inquire into the question of public printing and report at the next session of this Congress, with authority to sit during the recess, and report such reforms as are necessary to secure faithful and economical work of Congress and the departments."

By act of January 12, 1895 (28 Stat. 601), it is provided as follows:

"That there shall be a joint committee on printing consisting of three Members of the Senate and three Members of the House of Representatives, who shall have the powers hereinafter stated.

"Sec. 2. The Joint Committee on Printing shall have power to adopt such measures as may be deemed necessary to remedy any neglect or delay in the execution of the public printing, \* \* \*.

"Sec. 3. The Joint Committee on Printing shall fix upon standards of paper for the different descriptions of public printing and binding, and the Public Printer shall, under their direction, advertise in two newspapers published in each of the cities of \* \* \*, etc.

"Sec. 4. The advertisements shall specify the minimum portion of each quality of paper required for either three months, six months, or one year, as the Joint Committee on Printing may determine; \* \* \*.

"Sec. 5. The sealed proposals to furnish paper shall be opened in the presence of the Joint Committee on Printing, and the contracts shall be awarded by them, etc.

"Sec. 6. No contract for furnishing paper shall be valid until it has been approved by the Joint Committee on Printing, if made under their direction, or by the Secretary of the Interior, if made under his direction, according to the provisions of section 9 of this act." (Sec. 9 provides for the action of the Secretary of the Interior, in certain cases, when Congress is not in session.)

By this act direct control of the Public Printer on various important subjects was placed in the hands of a joint committee of the Senate and House of Representatives. This last legislation indicates conclusively that Congress considered the Public Printer and his office to be subject to its administrative control and direction, which is entirely inconsistent with any supposed status the office might have as a branch or bureau of any executive department.

#### PUBLIC PRINTER AN INDEPENDENT OFFICER

Various other acts of Congress indicate that the Public Printer was considered as separate and apart from the executive departments. For instance, by act approved July 7, 1884 (23 Stat. 277), the Joint Committee on Public Printing was authorized to summon and examine experts and witnesses, and to call upon the heads of executive departments and the Public Printer for information, drawing thereby a definite distinction between the executive departments and the Public Printer.

By a joint resolution of May 16, 1884 (23 Stat. 273), providing for the distribution of the Congressional Globe, "And the Public Printer is hereby directed, upon the requisition of the Secretary of the Interior, to deliver to him such volumes of the Globe now in his charge in unbound form as may be desired."

If the Public Printer were an officer of the Interior Department it would have been unnecessary for Congress to authorize the Secretary of the Interior to make requisition upon him, thus indicating that it did not regard the Secretary as having authority to control his action in this respect.

In the legislative, executive, and judicial appropriation acts passed by the several Congresses, provision for the salaries and contingent fund for the office of the Public Printer is made under the head of "legislative," indicating that this office was not considered as pertaining to the executive departments.

In Twenty-seventh Statutes, page 715, it is provided that the heads of executive departments may grant leave to employees. Leave of absence for employees of the Government Printing Office is provided for separately in Twenty-eighth Statutes, page 604.

A still more conclusive instance of congressional action pertinent to the question under consideration will be found in certain provisions of the above-mentioned act of January 12, 1895 (28 Stat. 601), entitled "An act providing:



for the public printing and binding and the distribution of public documents." Section 45 of this act is as follows:

"It shall be the duty of the Public Printer to employ workmen who are thoroughly skilled in their respective branches of industry, as shown by trial of their skill under his direction."

By section 100 of this act all laws in conflict with its provisions are repealed.

Congress, therefore, by this last act, passed subsequent to the passage of the civil service act, has expressly directed by whom and in what manner employees in the office of the Public Printer shall be appointed and examined. This provision is entirely inconsistent with the methods of examination and certification provided for by the civil service act and the civil service rules.

I therefore am of the opinion that the employees in the office of the Public Printer are not subject to classification and examination under the civil service act; that the Government Printing Office is not an executive branch of the Government within the meaning of that term in the civil service act, and that it is not under the control of nor a branch or division or office of any of the executive departments, and the provisions of the civil service act can not lawfully be applied to the officers or employees therein.

Very respectfully,

The PRESIDENT.

#### CIVIL SERVICE RETIREMENT RULINGS

The Civil Service Commission has recently made several rulings in regard to the retirement status of mechanics employed in the Government Printing Office which, if sustained, will have far more serious effect on the morale of employees and the efficiency of their service than may result from its arbitrary decisions as to the training and experience to be required of applicants for mechanical positions. The commission has held that employees, to be eligible for retirement as mechanics at 65 years of age, must have been regularly and daily engaged in the operation of machines.

The new ruling upsets the procedure of this office as has been approved by the commission ever since the retirement act became effective in 1920. It affects a large number of skilled workers, who, though not machine operators, have always been classed as mechanics in accordance with the uniform practices of their respective trades. These employees, if the ruling of the commission prevails, will have to work until they are 70 years of age before they can claim retirement annuity. Many of their fellow workers who were engaged in similar occupations have already been retired at 65 years of age. The additional service required of the remaining and future employees will undoubtedly bring great discontent and will force many employees to remain in the service long after their strength and usefulness as mechanics has begun to wane.

The commission's first decision changing the retirement status of the skilled trades employed in the Government Printing Office came in the case of photo-engravers, whose retirement age was increased from 65 to 70 years without consulting this office. The commission explained that, on the basis of information obtained from the departments as to the mechanical status of engravers, draftsmen, and other artistic workers, it decided that photo-engravers were not mechanics. After receiving the views of this office, the commission restored the photo-engravers to the mechanical class, retirable at 65 years of age. As a matter of fact, photo-engraving is an important branch of the printing industry and is universally recognized as a mechanical trade.

## PROOF READERS PUT IN CLERICAL STATUS

Under date of December 10, 1925, the Civil Service Commission advised the Public Printer that it "will regard all persons serving as copy editors and proof readers as retirable at 70, regardless of whether they become such by original appointment or by designation from among the employees of the printing trade."

The commission thus ousts proof readers bodily from the printing trade in which they have been employed ever since the invention of movable type, and by a new sort of legerdemain transforms them into clerks. With a wave of the commission's magic pen, the printer thus becomes a mechanic when he sets type and is changed into a clerk when he proof reads the type he has set. The mystic formula for this transfiguration also prescribes the process by which a proof reader may be restored to the status of a printer for retirement as a mechanic at the age of 65. So there you are. Presto! Change!—from printer to clerk and back again to printer!

But it is not so easy as that. The Comptroller General has decided that extensions of time for employees of retirable age must be approved in advance; otherwise, the employee is automatically separated from the service on reaching the age of retirement. Therefore, if a proof reader over the age of 65 is transferred to other printing work, he must be retired immediately, and can not, under the law, be reinstated.

It usually happens that the condition of work, especially during sessions of Congress, requires the hurried shifting of printers to and from the proof room daily, and sometimes hourly. Under the ruling of the commission, a printer proof reader may become a mechanic again as he walks from the proof room into the composing room; but, if he is over 65, he is automatically retired as he steps from the proof room into the composing room. He loses his job on the threshold.

On the other hand, a compositor or machine operator who desires to retire on reaching the age of 65 can be denied that right under the ruling of the Civil Service Commission, by assigning him to the proof room where he must continue to work until 70 years of age.

This procedure is not only unfair to the employees but is entirely impracticable for the proper handling of the large force of printers required for the various branches of the trade, including proof reading, in the Government Printing Office.

## APPEAL TO SECRETARY OF THE INTERIOR

The question came to an issue in the case of James E. Maynard, a printer proof reader and referee, whom the commission certified was not retirable as a mechanic at 65. In appealing from this decision to the Secretary of the Interior, the Public Printer submitted the following statements under dates of December 16 and 22:

Mr. Maynard was appointed a compositor in the Government Printing Office on February 2, 1900, and was regularly promoted in the printing division to proof reader, referee, chief reviser, and chief referee, which latter position he held at the time of his retirement for disability on August 19, 1925. These positions require special training and skill in the several branches of printing and are essentially a part of that mechanical trade.



The position of chief proof referee, which Mr. Maynard had held for nearly two years prior to his retirement, requires technical knowledge of printing and proof reading. The duties of a chief referee are to receive revised proofs, supervise their correction by proof revisers, and decide typographical questions and other inquiries submitted by proof readers and revisers relating to their work. A referee is necessary for correct and uniform proof reading, which is, of course, an essential operation in the mechanical trade of printing.

The position of proof referee was recognized as a part of the printing trade by the Reclassification Commission in its report to Congress (H. Doc. 686, 66th Cong., p. 388).

The position of chief proof referee comes within the opinion rendered by the Solicitor of the Interior Department on July 2, 1920 (Retirement Handbook, p. 2), that "A foreman, supervisor, leading man, or other employee who is assigned to such duties because he is a mechanic, and experience as a mechanic is a prerequisite, should be regarded as a mechanic within the meaning of the retirement law."

The Civil Service Commission, in defining three general classes of employees who may properly be regarded as mechanics retireable at 65, specifies as the third group "persons occupying positions (principally supervisory) by virtue of the fact that they have knowledge pertaining to the mechanical trades or allied occupations, or that they are required in the performance of their duties to have knowledge of mechanical trades' occupations, are to be regarded as mechanics retireable at 65."

It is evident, therefore, that actual trade experience, Government classification, and prior rulings of the Civil Service Commission and the Interior Department fully justified this office in designating the chief referee as an occupation within a mechanical trade retireable at 65 years.

Proof reading, revising, and refereeing are part of the trade of a printer, and have heretofore been so treated by the Civil Service Commission in its printer examinations. Applicants have been rated by the commission upon their ability to read and revise proofs and edit copy as well as upon their experience as compositors. Recently, however, the Civil Service Commission seems to have undergone a change of opinion as to the mechanical status of proof readers and other related occupations. The commission is now inclined to place every person employed at proof reading in a clerical status, whether a practical printer or not. Under date of October 30, the commission advised that it would reach a decision shortly as to the mechanical status of proof readers who have been transferred from the composing room in the Government Printing Office.

#### UPSETS CENTURIES-OLD TRADE RULE

The action of the commission in the Maynard case indicates that the commission has decided that all positions in the proof room of the Government Printing Office, including copyholders, readers, revisers, and referees, are clerical and therefore retireable at 70 years. Such a decision is absolutely preposterous and contrary to all the history and practices of the printing trades. For the first time in 470 years since Gutenberg invented movable types which necessitated the reading of proofs to ascertain the proper setting of the types, the proposal comes from the Civil Service Commission to classify proof readers as clerks and remove them from the status of printing trade mechanics.

It is inconceivable that such a position will receive support from anyone who is at all familiar with the printing industry. The reading of proofs is as necessary a part of the trade as is the setting of types; especially so with modern typesetting machines which are more productive of errors in proofs than hand compositors who of their own accord can correct typographical mistakes.

Proof readers are universally classed as mechanics by both employers and employees in the printing trade. The International Typographical Union includes proof readers in its membership of printing mechanics along with hand compositors and typesetting-machine operators, and does not eliminate from the trade compositors who are subsequently employed as proof readers.

The Reclassification Commission in its report to Congress also grouped copyholders, revisers, referees, and copy editors as occupations under the printing trade.

Congress in the clerical classification act of 1923 excluded apprentice, helper, and journeyman work in a recognized trade or craft, which clearly shows that Congress intended that such work should be considered as mechanical and not as clerical.

The retirement act also specifically provided that mechanics shall be eligible for retirement at 65 years.

In proposing to classify proof readers as clerks, the Civil Service Commission is endeavoring to put into effect its ruling of October 24, that employees of the Government Printing Office must regularly operate machines to be regarded as mechanics retireable at 65. Such a ruling is entirely contrary to the well-known practices of all the trades in the printing industry and would seriously injure the efficiency and morale of the Government Printing Office. I discussed this innovation at length in my letter of December 9 to the Secretary of the Interior (copy inclosed) appealing from the decision of the Civil Service Commission in the case of certain bindery operatives, and I desire to have those statements considered in connection with the present appeal, as both appeals present similar questions.

For your further information as to the views of the Civil Service Commission and this office concerning the status of proof readers, I inclose copies of the commission's letter of September 4, my reply of October 6, and extract from the commission's final answer of October 30.

#### NEW DISCRIMINATION IS UNJUST

Up to the present, this office has employed only printers at proof reading and related work, such as copyholding, revising, refereeing, and copy editing. Owing to the usual requirements of a printing office, it is necessary at times to increase or decrease the number of these employees by details to and from the regular forces of compositors and typesetting-machine operators. Under the ruling of the Civil Service Commission, if a printer happens to be working in the proof room when he reaches the age of 65 years, he would not be eligible for retirement; but if he were then at work as a compositor or machine operator he could be retired at 65. This is an unjust discrimination, as both proof readers and compositors are essentially mechanical occupations. In the case of printers, they could be kept within the ruling of the Civil Service Commission by transferring them from the proof room to the composing room shortly before reaching the age of 65 years and thus retired. This might be regarded as an evasion and certainly would be a procedure entangled with useless red tape. The sensible and businesslike method, in harmony with the universal trade practice, is to treat alike all copyholders, proof readers, revisers, referees, copy editors, and related positions included in the mechanical trade of printing.

It is the universal practice of the trade to regard proof readers, whether trained as compositors or not, as an essential part of the mechanical trade of printing. The International Typographical Union for many years has granted old-age pensions to all its members, including proof readers, who have reached the age of 60 years after a continuous membership of 20 years; and the Typographical Union is now proposing to raise the age limit from 60 to 65 years by adding a year each year until 1930. There is no doubt in my mind but that proof readers are and should be treated the same as other members of the printing craft and granted the privilege of retirement at the age of 65 years.

This matter is so vital to the Government Printing Office that I respectfully request, if you have any doubt as to the retirement status of proof readers, that I may have an opportunity to present the appeal personally to your office.

For the above reasons, and because the ruling of the Civil Service Commission in this case may do injustice to an honorable veteran of the Spanish-American War, I respectfully ask that James E. Maynard be considered as eligible for retirement at 65 years on account of his duties as chief proof referee, and that all copyholders, proof readers, revisers, referees, and copy editors in the Government Printing Office be classed as mechanics eligible for retirement at 65 years.

#### RETIREMENT OF BINDERY OPERATIVES

Another retirement decision by the commission was that affecting bindery operatives and skilled workers employed in bookbinding



operations. The commission held that because some of these workers are not engaged regularly and daily in the operation of machines they are not entitled to retirement as mechanics at 65. Many of the bindery workers are women who are employed at the usual hand operations necessary to complete the product of a bookbindery. In many cases they occasionally operate minor machines. Their work is equally as arduous and skillful oftentimes as that of journeymen bookbinders. Everywhere in the commercial trade they are classed as mechanics.

The Public Printer felt that the ruling was so unfair and out of harmony with the general practices of the trade, that he submitted the following appeal, under date of December 9, 1925, to the Secretary of the Interior, before whom the matter is still pending:

In accordance with the retirement act of May 22, 1920, and its administration by the Secretary of the Interior (Retirement Act Handbook, p. 2), I hereby appeal from an opinion of the Civil Service Commission, dated October 24 and November 3, 1925, holding that certain bindery operatives and skilled laborers employed in the bindery of the Government Printing Office are not mechanics and therefore can not be retired until they reach the age of 70 years. This office is of the opinion that such employees should be classed as mechanics under the retirement act and be eligible to retire at the age of 65 years. The letters of the Civil Service Commission are submitted herewith as appendices No. 1 and No. 2.

Appeal is also made from the decision of the Civil Service Commission, as expressed in its letter of October 24, that the following principle will govern its action as to the retirement age in any given case of a skilled laborer employed as a bindery operative in the Government Printing Office:

"Retirement age of skilled laborers employed as bindery operatives in the Government Printing Office will be determined in each case by the duties of the employee. Those who regularly operate machines will be regarded as mechanics retirable at 65, and those who do not regularly operate machines will be regarded as retirable at 70 years of age."

In adopting the above rule the Civil Service Commission has reversed its action in numerous other cases heretofore approved by the Commissioner of Pensions. I submit herewith a list (appendix No. 3) of employees who were rated as mechanics retirable at age of 65 years with the approval of the Civil Service Commission prior to its decision of October 24 that employees having similar duties are not retirable at 65. Further evidence that the Civil Service Commission has been of the opinion that these employees are retirable as mechanics is shown in its action as recent as September 22, 1925, when the commission held that the employees listed in its letter of October 24 for retirement at 70 were retirable at 65 years of age.

Aside from the present appeal, an important question may be raised as to the status of the employees who have been retired at 65, an age at which the commission now holds they were not subject to retirement. In this connection you are respectfully asked to note the comment of the Civil Service Commission on the case of Mrs. Helen Clark in the commission's letter of November 3, 1925 (appendix No. 2).

#### RULING CONTRARY TO TRADE PRACTICES

The new rule laid down by the Civil Service Commission, requiring that employees for classification as mechanics must "regularly and daily operate machines" is contrary to the common and generally accepted definition of that term. Webster defines "mechanic" as "one who practices any mechanic art," and this authority uses the adjective "mechanic" as "pertaining to manual labor; involving manual skill." The noun "mechanic" is further defined by Webster as "one skilled or employed in shaping or uniting materials, as wood, metal, etc., into any kind of structure, machine, or other object requiring the use of tools or instruments." The rule of the Civil Service Commission requiring that employees of the Government Printing Office must "regularly and daily operate machines" so as to be classed as mechanics is not at all in harmony with Webster's definitions, nor does the rule accord with the opinion of the Solicitor of the Department of the Interior (July 2, 1920) that "by

avoiding technicality and applying good common sense no great difficulty should be encountered in passing upon the comparatively small number of doubtful cases." To restrict the term "mechanics," as used in the retirement law, to employees who "regularly and daily operate machines" is the utmost technicality and certainly not an application of "good common sense."

The Civil Service Commission itself has heretofore held that "the duties of an employee are to determine in each case whether he is a mechanic retireable at 65" (C. S. C. Min., July 19, 1920, and October 4, 1920—Retirement Act Handbook, p. 2). The commission also held on April 12, 1922 (Retirement Act Handbook, pp. 2 and 3), that there are "three general classes of employees who may properly be regarded as mechanics retireable at 65." The cases included in this appeal may properly be included in two of the three classes defined by the commission; first, as employees whose designation (bindery operatives) places them clearly within the list of mechanic trades and allied occupations, their employment at regular bindery work being a necessary occupation allied to the bookbinder trade; second, as employees who are called skilled laborers and regularly perform duties ordinarily recognized as pertaining to mechanic trades and allied occupations.

The Secretary of the Interior, in the case of Annie Huston Mateer (R-637), held that "a skilled laborer or watchman, or other employee performing the duties of a mechanic, should be regarded as a mechanic and retireable at the age of 65."

Likewise, in the opinion of the Solicitor of the Department of the Interior (July 2, 1920), it was stated that "an employee designated as a skilled laborer or watchman who is performing principally the duties usually and ordinarily performed by a mechanic should be regarded as a mechanic."

#### EXEMPT FROM THE CLASSIFICATION ACT

That Congress also has considered employees engaged in mechanical or skilled occupations as having a different status than clerical employees is indicated by the specific exemption of the former groups from the classification act of 1923, section 5 of which provides that the compensation schedules of the act "shall not apply to employees in positions the duties of which are to perform or assist in apprentice, helper, or journeyman work in a recognized trade or craft, and skilled and semiskilled laborers."

As to the particular cases in question, that of bindery operatives and skilled laborers employed in the bindery of the Government Printing Office, I am of the opinion that these employees perform work which is essentially part and parcel of the mechanic trade of bookbinding. The work of a bookbindery includes all the operations from the delivery of printed sheets from the printing presses to the completion of the book for the reader. The binding of many books of the same kind is simply a repetition of the operations necessary for the binding of one book. This work may involve many operations by hand and a few by machine, or vice versa; but every employee performing any of the operations common to a bindery is a mechanic who has to be especially skilled in his work, and the combined efforts of all these mechanics are necessary to complete the products of a bindery. The various operations must be done by persons, such as bookbinders, who are especially trained to perform all the operations of a bindery, or, in the case of large establishments, the work must be handled jointly by groups of persons who are skilled in only one or more operations, such as folding, gathering, sewing, pasting, casing, forwarding, finishing, lettering, etc., but every person doing either many or few of the operations must attain skill by experience to produce the required standard of output, whether it be in machine or hand work. In this sense, every person engaged in bindery work is a mechanic performing a mechanical operation, and every bindery employee designated by this office as retireable at 65 has been properly classed as a mechanic.

The universal custom of both the employers and the employees in the book-binding industry accords with our practice in regard this particular class of employees as mechanics engaged in some necessary part of the bookbinding trade. Employing bookbinders in dealing with their employees as to classifications and wage adjustments treat with bindery operators, helpers, skilled laborers, and all other persons engaged in any bindery work uniformly as mechanics, whether they are journeymen bookbinders or of some allied occupation. This practice is not peculiar to the bookbinding trade. For instance, wage adjustments are made with plumbers and plumber's helpers, steam fitters,



and steam-fitter's helpers, both the tradesman and his helper being regarded as mechanics. This manner of classification is recognized in the United States Department of Labor Bulletin No. 388, Union Scale of Wages and Hours of Labor, May 15, 1924, and similar publications. Attention is invited to pages 169 and 170 of the labor bulletin, which lists bindery women employed in Chicago, Cleveland, and New York under classifications indicating their employment at work which is identical or similar to tasks performed in this office by bindery operators and skilled laborers.

#### RECOGNIZED AS TRADE BY UNIONS

Trade recognition of all classes of male and female help employed in binderies is accorded by the by-laws of the various bindery employees' unions, and this recognition is the basis of agreements between the unions and employers of union labor in a large number of bookbinderies throughout the country. In the list of operators covered by agreements with the Bindery Women's Union, No. 43, of New York City, are such occupations as gathering-machine feeders, hand gatherers, collators, inserters, pasters, pasting-machine operators, hand stitchers, wire stitch operators, hand sewers, machine sewers, numbering-machine operators, and a score of other classifications of work similar to that performed by bindery operatives and skilled laborers in the Government Printing Office.

The monthly wage scale issued by the United Typothetae of America covers wages paid under various heads, such as compositors, pressmen, bookbinders, and bindery girls, thus classifying women employed at various bindery operations as recognized mechanics within the printing industry.

In a recent decision by Charles J. Stelzle, arbitrator for the employing bookbinders and the Bindery Women's Union of New York City, wage adjustments are based on the same ground as for journeymen mechanics, and women bindery employees are recognized as part of the bookbinding trade. In his decision the New York arbitrator classified women bindery workers as follows:

"(1) There are the full-fledged union members who receive the union scale. (2) There are the apprentices, who pass through a somewhat miscellaneous experience for a given length of time and who then become members of the union. (3) There are the women who are placed in a certain department and who become mere automatons because they are engaged in the same task day after day and year after year, never graduating from the highly specialized work in which they are engaged, becoming neither regular apprentices nor members of the union. (4) There is the large number of girls, who float from bindery to bindery, picking up such odd jobs as they can get for whatever money such jobs will pay them."

#### ELIGIBLE TO RETIRE AS MECHANICS

I am of the firm opinion, therefore, that the Civil Service Commission was fully justified in its first decision that bindery operators and skilled laborers employed in the bindery of the Government Printing Office are eligible to retire as mechanics at 65 and that there is no substantial ground for the proposed change of the commission's ruling. In fact, there are strong reasons, both practical and physical, why these employees should be retireable at 65 along with all other mechanics employed in the Government Printing Office. Whether the employee is engaged in handwork or machine operation makes no difference in his status as a mechanic. Both hand and machine work are essential to the operation of a manufacturing plant like the Government Printing Office. Hand workers and machine operators are under at least an equal physical strain; indeed, many hand tasks are more trying than machine operations and require the employment of younger and stronger persons, which would not be possible if the retirement age for this class of mechanics was fixed at 70 years. Furthermore, two retirement ages, 65 and 70 years, for employees who work together in the productive divisions of the Government Printing Office would be a most unfair discrimination and would seriously affect the morale of the working forces.

The new rule proposed by the Civil Service Commission restricting the term "mechanics" to employees "who regularly and daily operate machines" is entirely contrary to the time-honored practice of this office and to the general custom of the printing trades as adhered to by both the employers and the

labor organizations. The adoption of such a rule would be far-reaching in its effect, and would apply not only to the bindery operators in question but would also involve hand workers in other well-established trades. In fact, many printers, bookbinders, electrotypers, photo-engravers, carpenters, electricians, etc., do not regularly and daily operate machines but are employed at other operations which are just as much a part of their respective trades. Yet, according to the new ruling of the Civil Service Commission, a large number of persons so employed in the Government Printing Office could not be classified as mechanics retireable at 65, because they do not "regularly and daily operate machines."

I respectfully appeal from the ruling of the Civil Service Commission and ask, in the interest of good administration, that employees of the Government Printing Office may be properly classed as mechanics "by avoiding technicalities and applying good common sense," according to the opinion expressed by the Solicitor of the Department of the Interior on July 2, 1920.

#### AMENDMENT OF THE RETIREMENT LAW

If the Secretary of the Interior finally sustains the decision of the Civil Service Commission, holding that only employees who regularly and daily operate machines are retireable as mechanics at 65, I respectfully recommend that the retirement law be amended so that employees of the Government Printing Office, including bindery operatives, copyholders, and proof readers, who are engaged in work requiring trade skill, shall be retireable at the same age as other mechanics.

The status of former employees, who were retired at 65, before the Civil Service Commission held their proper retirement age to be 70 years, will also require consideration, if the action of the commission is sustained. Many of the retired employees have not yet reached the age of 70, and the question will undoubtedly be raised as to the reinstatement of some of them.

The law prohibits reemployment of retired employees. But what is to be done with those who were retired before the age that the commission now holds they can be retired? Can they be reinstated? Are they entitled to further retirement annuities before reaching the age of 70?

During the last fiscal year 96 employees, including 16 proof readers and 16 bindery operatives, were retired at the age of 65, before the commission decided that they were not retireable at that age.

As a matter of justice to retired employees, I earnestly recommend that their annuities, as based on earnings, be increased to \$1,200 per annum. Present annuities are grossly inadequate and insufficient to pay even the bare living expenses of employees who have devoted the best part of their lives in faithfully serving the Government. If the annuities are increased to a fair amount, retirement age should be made compulsory, except, perhaps, in rare instances of unusual ability. In that way, the Government would be relieved of pay-roll pensioners and the aged employees assured comfortable retirement they so justly deserve.

#### CRITICISM OF REDUCTION OF THE FORCE

The Public Printer has been criticized for the necessary reduction of the force following the adjournment of Congress on March 4, 1925, when the completion of congressional work and the decreasing



orders for departmental printing required an immediate curtailment of the activities of the Government Printing Office. This criticism was inspired by Eugene F. Smith, president, and George G. Seibold, secretary, of the local typographical union, and by William Homer Carroll, former department commander of the Veterans of Foreign Wars. None of these men are employees of the Government Printing Office, but they seized upon the opportunity to acquire newspaper notoriety for themselves by publicly attacking the administration of this office. They were aided and abetted by Carter Keene, a Washington attorney, to whom the local typographical union paid a retaining fee of \$1,000 for "legal advice," and by Keene's office associate, Harlan Wood, whose war services were confined to the Quartermaster's Corps in and around Washington.

Without endeavoring to ascertain the facts in regard to the discharges, this gallant quintet gave battle through the local newspapers, and requested the President to investigate their bombastic charges against the administration of this office. In response to an inquiry from the President, I submitted a full statement of the situation, and the matter was referred to the Department of Justice.

Under date of April 17, 1925, Attorney General Sargent advised the President that my action in dispensing with the services of employees in the interest of economy and to bring the force within the appropriation "should be sustained." The public press subsequently announced that the White House felt the opinion of the Attorney General "should put at rest the charges that had been made against the Public Printer" and that the matter was a "closed incident" so far as the President was concerned.

#### OPINION OF ATTORNEY GENERAL SARGENT

The opinion of the Attorney General is as follows:

DEPARTMENT OF JUSTICE,  
*Washington, D. C., April 17, 1925.*

MY DEAR MR. PRESIDENT:

I have the honor to acknowledge receipt, by reference of Mr. Sanders, of the papers relating to the dismissal of certain employees of the Government Printing Office by Mr. Carter, the Public Printer.

Under date of March 23 last I had the honor to write you upon this subject, wherein it was suggested that an investigation of the facts pertaining to the efficiency ratings should be made (1) by the Chief of the Bureau of Efficiency, or (2) by the Public Printer, and a detailed report made thereon. Accordingly, Mr. Carter was called upon for a report of the facts relating to the dismissal of employees.

On the 2d instant Mr. Carter reported in detail, first, the general facts leading up to the dismissal of employees, and, second, the efficiency rating of each ex-service man discharged. The report of Mr. Carter and all papers pertaining to this subject are returned herewith.

In this connection permit me to advise you that Mr. Carter's report has been carefully examined and the entire subject reviewed in this department. The result of this examination is that, in my judgment, Mr. Carter has not acted arbitrarily or illegally in any respect; that it became necessary because of a shortage of funds to reduce the force at the Government Printing Office; that Mr. Carter used his discretion in discharging those who could best be spared from the service; and that in no instance was the statute giving preference to ex-service men violated, as it appears from Mr. Carter's statement of facts that the ex-service men discharged were either temporary or probationary employees or that their efficiency rating was not good.

It is my opinion, from all the facts submitted, that Mr. Carter's action in dispensing with the services of certain employees at the Government Printing Office in the interest of economy and to bring the force within the appropriation for the Government Printing Office should be sustained.

Respectfully,

(Signed)

JOHN G. SARGENT,  
*Attorney General.*

THE PRESIDENT,  
*The White House.*

#### STATEMENT IN REPLY TO COMPLAINTS

For the information of Congress, the following statement is submitted in regard to the unwarranted complaints which the officers of the local typographical union have circulated throughout the country.

It became necessary immediately after the adjournment of Congress on March 4 to reduce the expenditures of the Government Printing Office by approximately \$450,000 to keep within the appropriations that Congress had made for departmental printing and binding for the remainder of the present fiscal year. The wage increase authorized by Congress in the act of June 7, 1924, and the absorption of the \$240 bonus payment as a wage charge have added approximately \$1,772,000, or 17 per cent, to the annual cost of printing and binding, based on the same volume of work as done heretofore.

Congress either had to appropriate additional funds to cover this increased cost or else the departments had to reduce their orders for printing, not only for the remainder of the fiscal year ending June 30, 1925, but also for the fiscal year beginning July 1, 1925. However, Congress did not grant funds sufficient to cover the increased cost, and the departments were compelled to curtail their usual printing requirements.

With the decrease of orders the Government Printing Office of necessity had to make a corresponding reduction of its force, inasmuch as the Printing Office must depend upon its customers, the departments, for funds to meet operating expenses. If the wage increase had not been demanded by the employees and granted to the amount of \$876,000, exclusive of the amount previously paid as bonus, there would have been no shortage of funds at the time, and the departments could have ordered more work to keep the full force busy without discharges or furloughs.

Definite plans for a reduction of the force could not be made before March 4, as the amount of money that Congress would appropriate for printing and binding was uncertain until the session ended. The deficiency bill which was passed in the closing hours of Congress carried \$686,000 for departmental printing and binding. If the deficiency bill had failed, the lack of those funds would have required a still further decrease in the force of the Government Printing Office.

There was also serious doubt up to the last moment as to whether Congress would pass the retirement bill granting increased annuities. If that bill had been enacted into law by March 4, at least 100 of the aged employees would have applied for immediate retirement and have offset to a large extent the reduction that was finally neces-



sary. In view of these uncertainties, only five printers were appointed after February 1. They had previously been offered employment and good faith entitled them to a fair trial.

#### NECESSARY TO CURTAIL EXPENDITURES

As soon as the funds available for the remainder of the present fiscal year and for the year beginning July 1 could be ascertained, it was found necessary at once to decrease the force from 4,186 to approximately 4,000 employees, to transfer 336 from night to day work, and to begin a rotation furlough of 425 weekly, in addition to a reduction of \$2,000 daily in the expenditures for materials, supplies, and equipment.

The condition of the funds required that action be taken not later than Monday, March 9. Accordingly, after as careful an investigation as could be made within the very limited time, 166 employees were listed to be dropped from the rolls on Saturday, March 7. Twenty-three have since been restored, making an actual dismissal of 143 employees.

In carrying out this program for reduced expenditures from March 7 to June 30, 1925, the purchases of materials other than for emergency postal-card requirements were decreased \$2,740 per day; 2,331 employees were furloughed for one week each, cutting the pay roll for the period \$93,534.10; and the force was reduced from 4,186 on March 7 to 3,916 on June 30. The further decrease of the force after the discharge of March 7 was due to unanticipated resignations, retirements, and deaths, which made it possible to reduce somewhat the furloughs.

The office was thus enabled to operate with the appropriations available for the remainder of the fiscal year and its expenditures were kept within one-fifth of 1 per cent of the cost charges for the work completed.

#### REDUCTIONS USUAL AT END OF CONGRESS

A reduction of the force is not especially new or unusual at the close of Congress with a long recess ahead. This is well known to employees. After the adjournment of Congress in 1920 my predecessor dropped 172 employees, including 32 emergency and probationary appointees, for "reduction of force," and in August of that year dismissed 160 more under the new retirement law. All of the latter were more than 65 years of age and had seen many years of service in the Government Printing Office. Among the number discharged by my predecessor were 45 Civil War veterans and widows of Civil War veterans.

In March, 1919, after Congress adjourned, 141 employees, including 35 emergency and probationary, were separated from the service. In March, 1915, the reduction numbered 64. Again, in 1909 the force was reduced by dropping 333 employees, and in 1907 the discharged numbered 375.

There has been criticism that the discharges were made suddenly and without due notice. Every employee had ample warning of the prospective reduction, notice of which was given in my Annual

Report to Congress on January 12, 1925. Furthermore, the employees generally know the condition of the work and can well judge when a reduction of the force is pending. That many employees did anticipate a decrease soon after March 4 is shown by the numerous letters I received from them and their Congressmen requesting to be retained in event of the expected reduction.

In the Public Printer's report to Congress on January 12, I stated:

If Congress and the departments require the same amount of printing and binding as heretofore ordered, approximately 14 to 17 per cent more funds will have to be appropriated for that purpose in order to meet the higher scale of charges which the Public Printer has had to establish on account of the increased wages and the bonus transfer to a wage item; otherwise, the amount of printing and binding will have to be greatly reduced, which will mean a substantial decrease in the force of the Government Printing Office before July 1, 1925. This, however, is a situation over which the Public Printer has no control; therefore the office will have to be guided by the amount of money that its customers, Congress and the departments, may have available to expend for printing and binding.

#### IMPOSSIBLE TO NOTIFY IN ADVANCE

As to the employees who were dropped, it was impossible to notify them individually in advance, owing to the short time in which action had to be taken. In fact, it has never been the practice of this office to post advance notices of a general reduction. To inform a large group of employees that they will be dropped in a week or a month thereafter would be very disturbing to the morale of the entire office, cause a slacking up in the work of the employees to be discharged, and seriously hamper their fellow workers, without being of material advantage to those who had been listed for dismissal.

In selecting the employees to be dropped, due consideration was given to their efficiency and the best interests of the Government. The preference to which ex-service men are entitled was carefully observed. I hesitate to reflect upon the service of any of the dismissed employees, but, in justice to this office, it must be stated that the discharge included those who were rated below the average efficiency of the force.

Sixty-seven of the employees dropped from the rolls on March 7 were eligible for retirement annuities. Twenty others were emergency and temporary employees who, under civil-service rules, had to be dismissed in any general reduction of the regular force. Thirty-six of the employees dropped were more than 65 years of age and could have been retired at any time in the discretion of the Public Printer. Thirty-one others were between the ages of 55 and 65 years and had more than 15 years of service each, giving them the right to an immediate annuity under the 55-year retirement law or the option of deferred annuity when they reached 65 years, as if they had been that age when discharged.

Taking into consideration those restored to duty, only 56 of the discharged regular employees were not eligible immediately for annuity payments from the Government for the remainder of their lives. A number obtained employment elsewhere or had other sources of income.



## EX-SERVICE MEN DROPPED FROM ROLLS

Among the 166 employees originally selected for the necessary reduction of the force on March 7 were 33 ex-service men out of a total of 450 veterans employed in this office. Eight of the ex-service men dropped from the rolls were emergency employees who had no classified or preferential status under the civil service law. Excluding these emergency employees, only 25 of the discharged ex-service men were entitled to preference for retention if their ratings were "good." Of this number, four were probationary employees whose low ratings would not have justified their permanent appointment in any event. Seven of the veterans notified of their discharge on March 7 have since been restored to duty. This reduces to 14 the number of ex-service men dropped from the regular rolls on March 7 who have not been reemployed by the Public Printer.

Every one of the ex-service men dismissed on March 7, including those on the probationary and regular rolls, was rated by their superior officers as being less than "good" in efficiency. Five of the men had been employed in the office less than a year, seven from 1 to 5 years, six from 5 to 10 years, one less than 15 years, and only one more than 15 years. The latter is drawing the maximum pension for total disability and is also entitled to retirement annuity. Five of the number are less than 30 years of age, eight between 30 and 40, and seven over 40, the oldest being 55 years of age. Seven are single men.

The list included 6 veterans of the Spanish war, 13 of the World War, and 1 who claims Mexican border service. The latter was in the Army only 10 days and discharged before his regiment left Fort Myer. One of the World War veterans is credited by the War Department with five days' service. After reporting to training camp he was discharged from the draft as not physically qualified for military duty. Preference was claimed by another veteran on account of two months' service in a student officers' training camp, from October to December, 1918. Two others had served in training camps for four or five months when the war ended.

## CASES REVIEWED BY PUBLIC PRINTER

Since the dismissals of March 7, 20 ex-service men out of the 33 dropped have applied, either in person or by letter, for reinstatement. I have carefully reviewed all these cases and, as far as I know, have heard personally every veteran who has asked an opportunity to discuss his dismissal. None of these cases was submitted to me by either the president of Columbia Typographical Union, Eugene F. Smith, or by the department commander of the Veterans of Foreign Wars, William Homer Carroll. No specific charges of the unfair dismissal of any individual veteran were made by either Smith or Carroll in their letters to the President. As far as the records of this office show, Smith and Carroll have not presented specific complaints to any officer of the Government.

The day after sending his protest to the President and publishing it in the newspapers Carroll telephoned me asking for a conference.

I replied that inasmuch as he had submitted a formal complaint to the White House, I could not with propriety discuss the matter until the President had time to consider his communication. I understood at the time that this was satisfactory to Carroll. Several days later Carroll wrote me requesting an interview "at an early date" with himself, Department Commander League, of the United Spanish War Veterans, and Commander Hussey, of the Disabled American Veterans. In this letter Carroll stated:

I desire to reiterate previous statements that our complaints are not against you individually but against those subordinates who are directly responsible for the present conditions. Commander League and myself have every confidence in you, and the same will stand until such a time by a preponderance of evidence the same is destroyed.

We are not interested in the attacks being made by the various unions—we are only interested in the veteran, and I trust that you appreciate fully the stand which we are taking for our comrades and them alone.

To Carroll's communication I replied under date of March 14:

Your letter to the President was referred to me by the White House, and I have submitted a reply. Under the circumstances, I would respectfully suggest that we defer the conference until the President has had time to consider my communication and respond to your protest to him. This seems to be the proper procedure, inasmuch as you did not follow the usual course of presenting your complaint to this office before appealing to the President. However, I shall not delay consideration of the complaint of any individual veteran who may believe that he has been unjustly or unfairly rated by this office. In fact, I have already directed the reinstatement of two veterans who were inadvertently dropped instead of furloughed.

Carroll has not had any further communication with me, nor has Harlan Wood, his successor as chairman of the local Veterans' Joint Committee, ever submitted for my consideration the case of any discharged ex-service man.

I have had conferences with Department Commander League and a committee representing the Council of Administration of the United Spanish War Veterans. Commander League stated that, after waiting for what he considered a reasonable time in which to receive complaints from his comrades, he had only one case to present. The committee seemed especially interested in one other case. The reasons for the discharge of the veterans was explained in detail to the representatives of the Spanish War Veterans, and no further action has been taken by their organization.

Department Commander Frank L. Peckham, of the American Legion, was also asked if he had received complaints from any of his comrades of the World War as to their dismissal from the Government Printing Office. Commander Peckham replied that he had not been appealed to, and that he did not intend to take up the discharge of any veteran until specific complaints were made to his organization. I assured the Legion commander that I would be glad to review any cases which he might see fit to take up with me at any time. Since then I have heard nothing further from Commander Peckham or from his successor, Capt. Julius F. Peyser, whom I also informed that I would be pleased to discuss matters affecting his comrades whenever he desired to submit them.

Seven veterans have been restored to the rolls by my voluntary order. In addition to the veterans, I have restored to duty 16 other employees who were dropped on March 7. This action was due to a review of their records or was taken to allow higher retire-



ment status. Among those restored to duty was the widow of a Civil War veteran. One dismissed employee was granted an additional week to complete 24 years of service. Another returned to duty until April 1 to complete 27 years of service. Two others were restored to reach 55 and 61 years of age, respectively, when one was eligible for retirement annuity and the other to higher annuity.

Many other cases have been carefully and impartially reviewed in an effort to do equal justice to all under the absolute necessity of reducing the force to keep within the available funds. The restorations were made possible by a further and unexpected decrease in the force since March 7, due to deaths, resignations, retirements, and discharges for cause.

#### APPLICATION OF THE PREFERENCE LAW

This office has endeavored to comply faithfully with the laws requiring "executive departments" to give preference to discharged soldiers rated as "good" in making reductions of force. However, I am of the opinion that the acts of August 15, 1876, and August 23, 1912, do not apply to the Government Printing Office. The Civil Service Commission, in its pamphlet entitled "Veteran preference" (Form 1418, issued August, 1924), states on page 5, in a footnote explanatory of the term "executive departments" as used in the soldiers' preference acts, that "executive departments are at the seat of government only (26 Op. 254) and do not include independent establishments (26 Op. 209)." The opinions of Attorney General Bonaparte cited by the Civil Service Commission hold that the Government Printing Office is independent of the executive departments and that the term "departments" or "executive departments" as used in acts of Congress invariably apply to one or more of the several executive departments mentioned in section 158 of the Revised Statutes as distinguished from "office," "bureau," or "branch."

Even if it may be held that the Government Printing Office is subject to the preference act of August 23, 1912 (37 Stat. 413), and the Executive order of October 24, 1921, it does not appear that either the act or the Executive order has been made applicable to this office, inasmuch as no system of efficiency ratings has been prescribed by the Civil Service Commission or the Bureau of Efficiency for the skilled trades and workers in the Government Printing Office. Until such a system may be so established the preference proviso has no effect. Such was the decision of the United States Court of Appeals of the District of Columbia in the case of *Persing v. Daniels*, decided April 19, 1915 (43 App. D. C. 470).

In that case Persing, an honorably discharged soldier who had been dismissed from the navy yard because of lack of work, brought an action of mandamus under the preference act of August 23, 1912, to compel Secretary of the Navy Daniels to reinstate him. Both the Supreme Court and the Court of Appeals of the District of Columbia held that there was no foundation for the action. Chief Justice Shepard in his decision stated that the Civil Service Commission had never exercised its authority to establish efficiency ratings for the classified service in the several executive departments and that the proviso exempting discharged soldiers from dismissal

had no effect, as it was not intended to have an independent operation. The Civil Service Commission quotes from the decision in its regulations of September 1, 1924 (p. 76).

As regards the establishment of a system of efficiency ratings for this office by the Bureau of Efficiency under the Executive order of October 24, 1921, the Chief of the Bureau of Efficiency advised me on April 19, 1922:

It is not, at this time, the intention to apply the efficiency ratings to the skilled trades of the Government service, but only to the clerical force in the classified service of the Federal Government in the District of Columbia.

The classification act of March 4, 1923 (sec. 5), provides that its compensation schedules shall not apply to employees in positions the duties of which are to perform or assist in apprentice, helper, or journeyman work in a recognized trade or craft and skilled and semiskilled laborers. It is assumed that, due to the foregoing exception, the Bureau of Efficiency has not undertaken to establish a system of ratings for the trades in the Government Printing Office.

The Comptroller General decided on August 25, 1924, that the Kiess wage act (Public, No. 276, approved June 7, 1924) supersedes the classification act of March 4, 1923, in so far as it applies to personnel under the appropriation heading "Public printing and binding," from which are compensated all employees of the Government Printing Office except those under the office of the Public Printer and the Superintendent of Documents. The Comptroller General's decision confirmed the opinion of this office that the employees affected thereby are not subject to the classification act.

#### SYSTEM OF RATING EMPLOYEES' EFFICIENCY

The Government Printing Office has for years maintained an efficiency system of its own, and in accordance therewith employees have been rated as to their production and efficiency. Of our own accord the system has recently been revised somewhat to conform more nearly to the system established by the Bureau of Efficiency for other branches of the Government service in so far as the bureau's plan could be made applicable to the various skilled trades employed in the Government Printing Office.

The efficiency report of an employee is prepared by the rating officer for the respective organization unit. The employee is first credited with a rating of 85, or "good," as a basis for determining his actual efficiency. To this basic rate credits and debits are made as determined by the employee's ability, cooperation, application, dependability, initiative, judgment, neatness in work, and quantity and quality of production. These ratings are reviewed by the immediate superior, chief of division, production manager, and the Deputy Public Printer before they are submitted to the Public Printer. In addition, a board, consisting of heads of all divisions, reviews the credits or debits to insure uniformity of rating for a given cause for all employees.

The efficiency reports are also submitted to the division of accounts for the recording of measurable composition and proofs and the notation of credits and debits based on immediate reports during the period as to meritorious action, misconduct, spoilage, unexcused absences, etc. The separate rating for measurable production, as in



the case of linotype and monotype operators, is used to determine an operator's rate of pay and is only one of several units which constitute the efficiency record of an employee. With 85 as the nominal efficiency rate for "good," 81 to 84 is graded as "fair"; 75 to 80 as "unsatisfactory"; 70 to 74 as "poor"; and 69 as "incompetent."

This system of efficiency ratings was used in determining the employees to be dropped from the rolls in the recent reduction of the force. A further assurance to the ex-service men that they were rated fairly is the fact that their efficiency records were reviewed by the production manager, a veteran of the World War, and, in a number of cases, were submitted to another veteran of the World War.

That the efficiency system adopted by this office and the ratings recorded are within the discretion and judgment of the Public Printer is upheld by a decision of the Court of Appeals of the District of Columbia in the case of *Taylor v. Taft*, Secretary of War (24 App. D. C. 95), in which the court said:

The courts have no jurisdiction to review the act of an appointing officer in removing an employee. \* \* \* An employee's fitness, capacity, and attention to his duties are questions of discretion and judgment to be determined by the heads of the departments. Such questions are beyond the power of any court.

#### RATINGS AN EXERCISE OF EXECUTIVE POWER

In the case of *Keim v. U. S.* (177 U. S. 290) the Supreme Court of the United States held on April 9, 1900, that the removal of an honorably discharged soldier from a position in an executive department "because of his rating as inefficient" is the exercise of a purely executive power, and the reasons for such exercise can not be inquired into by the courts.

The civil-service law and regulations vest absolute authority in the head of every Government department and establishment to determine the fitness of an employee against whom charges have been preferred to continue in the service. This power, as heretofore noted, has been upheld by the courts. (24 App. D. C. 95; 177 U. S. 290.) Civil Service Rule XII, paragraph 4, provides that the commission shall have no jurisdiction to review the findings of a removing officer in the case of a dismissal for cause except as to procedure under the rule for removals for political or religious reasons.

The power to dismiss for cause would seem to carry with it the right to determine an employee's efficiency, inasmuch as incompetency is undoubtedly a proper cause for discharge. Efficiency ratings must, of course, be fairly and properly ascertained so that the power shall not be abused or injustice done to any employee. It is my firm belief that such a course was followed in the recent dismissals.

There does not appear to be any better way of judging an employee's fitness, capacity, and attention to duties than to have his immediate superiors pass upon his qualifications and submit their findings to review by several other officers who have intimate and technical knowledge of the special requirements of the service. If any partiality may be shown it would generally be in favor of, rather than against, a fellow employee, owing to the close association and many interests that the employees and officers have in common as fellow craftsmen.

## SMITH FAILS TO STIR UP A PANIC

Under pretense of "representing the printer employees in the Government Printing Office" (quotation from his letter), Smith charged that "a feeling akin to panic" existed among employees, that "the morale of the office is consequently at the lowest ebb in its history," and that "the state of mind under which printers are compelled to work in the Government Printing Office is almost unbearable." Smith is an employee of the Washington Star, and Seibold, secretary of the local typographical union, never worked in this office; so that neither speaks as an employee of the Government.

To bolster up his claim to represent the employees of the Government Printing Office, Smith cited certain resolutions which were reported to have been adopted by Columbia Typographical Union on March 15, 1925. That meeting was attended by less than 100 out of the 900 printers employed in the Government Printing Office, the remainder of the 300 present coming from local offices. As a matter of fact, printers employed in the Government Printing Office take little interest in the local union, and not over 10 per cent of those who are members regularly attend its meetings.

In answer to Smith's charges more than 2,500 employees of the Government Printing Office voluntarily gathered in Harding Hall at 4.30 on Thursday afternoon, March 19, and unanimously adopted resolutions declaring his statements as to working conditions and the morale of the office to be "untrue and harmful to the best interests of the employees and misleading to the public." The Harding Hall meeting was wholly an affair of the employees themselves and I had nothing whatever to do with it, either directly or indirectly. I make this statement because of the efforts that were made by certain newspapers to belittle and misrepresent the spontaneous action of more than 2,500 employees who take pride in the good name and the fame of the Government Printing Office.

The meeting was presided over by James S. Briggs, of the plate-making division.

## RESOLUTIONS OF EMPLOYEES' MEETING

The resolutions, which were written by William C. Parry, a bookbinder, and proposed by A. D. Calvert, an ex-president of the Philadelphia Typographical Union, read as follows:

Whereas the daily press of recent dates published statements concerning working conditions surrounding employees in the Government Printing Office to the effect that general demoralization exists and that the morale of the office is consequently at the lowest ebb in its history; and

Whereas statements have also been printed indicating there is a tenseness of feeling and consequent strain on the employees, with a spirit of unrest and insecurity, to the great detriment of this branch of the Government service: Therefore be it

*Resolved*, That we, the employees of the Government Printing Office, men and women, regardless of race or color, politics or religion, in Harding Hall assembled, assert ourselves in solemn protest against these unwarranted statements, and wish to be placed on record as declaring same to be untrue and harmful to the best interests of the employees and misleading to the public; and

*Resolved*, That in view of the increases in wages, improved sanitary working conditions, and the interest in the welfare of the employees, through the efforts



of the present Public Printer, the morale of the office on the contrary is at a high standard and that a detrimental working condition does not exist, notwithstanding the recent necessary reduction of the force, which was inevitable and which we know to be on account of lack of funds; and be it further

*Resolved*, That a copy of these resolutions be transmitted to the President of the United States, the Joint Committee on Printing, the Public Printer, and the daily press.

But this is not the only time that employees of the Government Printing Office have freely and formally expressed their good will toward my administration as Public Printer. On December 31, 1924, more than 3,000 employees stood in Harding Hall and the adjoining cafeteria to convey their felicitations and best wishes for the new year, and unanimously adopted the following resolutions commending conditions in the Government Printing Office:

*Resolved*, That in meeting assembled, we hereby desire to express our appreciation and thanks for the increases in compensation accomplished by the termination of the wage adjustments, which result was made possible by the spirit of fairness in which the Public Printer met the committees of the various groups considered.

*Resolved further*, That we are not unmindful of the interest shown by the Public Printer in the welfare of the employees of the office, as is evidenced by the establishment of a cafeteria and recreation hall, and general betterment of work conditions, the office being now conducted under unexcelled sanitary and healthful regulations.

Another large gathering of employees was held in Harding Hall in September, 1923, to unveil a bronze tablet which the Government Printing Office Cafeteria and Recreation Association had placed in the hall as a permanent appreciation of the cafeteria, hall, rest rooms, and bowling alleys that the present Public Printer had caused to be provided for the enjoyment of all employees. The inscription on the bronze marker reads as follows:

As a tribute of earnest appreciation, the employees of the Government Printing Office dedicate this tablet to George Henry Carter, Public Printer, for his devotion to their welfare in establishing the Government Printing Office Cafeteria and Harding Hall. 1922.

The chairman on that occasion was F. C. Roberts, a former president of Columbia Typographical Union. In his presentation address Mr. Roberts said:

Mr. Carter, the officers of the Government Printing Office Cafeteria Association and the members generally, believing that the time has come when the employees of the office should show their appreciation in a manner more substantial than mere words for what you have accomplished for them in making it possible for the employees to enjoy this beautiful auditorium, furnishing entertainment for the young as well as the old, and the privilege of the cafeteria, which is surpassed by none in the city, all of which is the result of your untiring efforts in behalf of the employees of the office, have erected in your honor the bronze tablet—something that will endure for all time—and may we not hope that it will be an inspiration for those who will follow you in administering the affairs of the office to remember that man's highest wealth, next to his family, is in his service to his fellow beings.

#### STATEMENT BY ENTIRE SUPERVISING FORCE

As a further evidence of the good will and fine morale which prevails throughout the rank and file of the office, I am pleased to invite attention to the statement which was unanimously adopted by the entire supervising force on March 18, 1925. This statement was

signed by the 54 members of the supervising force on duty at that time and submitted by them to the President. It reads as follows:

The supervising force of the Government Printing Office, in meeting assembled on this date, feeling the injustice of recent statements, present the following for your information as to actual conditions in that office:

The statement has been broadcast by the local press and through verbal comment since the recent reduction of the force of the Government Printing Office that as a result of the dismissals "the morale of the office is at the lowest ebb in its history."

There is no justification for this and the statement that the employees are working under a demoralizing strain that makes the plant a place of terror. Instead, the usual contented spirit and peace of mind characteristic of the employees of this office prevail.

All previous reductions of the force have occurred without any advance notice to employees and are accepted as inevitable by them. This notice of reduction of force was received as other and larger reductions were; that is, as necessary and in the best interest of the Government.

The employees have been aware for some time that unless increased appropriations were made to the departments by Congress it would be impossible to carry on the usual amount of printing required for the reason that substantial increases in wages, provided by law and approved by the Joint Committee on Printing, and the absorbing of the bonus in cost of printing made necessary an increase in funds to cover the costs of public printing and binding. This condition, with the adjournment of Congress and its consequent reduction of printing, compelled an immediate curtailment of the pay roll.

The division heads and foremen of the Government Printing Office voluntarily and emphatically deny that there exists any state of unrest, panic, or confusion resulting from recent discharges or for any cause. Statements to the contrary could have been made only by persons with ulterior motives, wholly unacquainted with the facts in the case. Work throughout the plant is proceeding normally.

#### RETIRED PRINTERS AND THEIR STATEMENT

On the other hand, there was printed in the local newspapers a statement purported to have been signed and submitted to the President by 59 former employees of the Government Printing Office indorsing the charges made against the Public Printer by Eugene F. Smith, president of the local typographical union. The alleged meeting of these superannuated printers was staged in a G. A. R. hall by the theatrical managers of the local union. Only one of the entire number is a Civil War veteran, although several of the signers were of military age when the Government most needed their services in its defense.

Reliable information has come to me that a number of these retired printers were invited to the meeting by a false pretense that the Government retirement bill was to be discussed. Others who did not respond to this deception were summoned to union headquarters and intimidated into signing the protest by threats that their union pensions would be held up or cut off by the local union officials who had arranged the entire proceedings. Some of the victims claim they did not fully understand the purport of the paper they had been ordered to sign. In fact, the text of the letter differs materially as published in the Washington newspapers and the local Trade Unionist.

That some of these deluded individuals either had no regard for the truth or were unmindful of having signed other letters cordially approving the administration of this office is evidenced from the number of such communications that I have received from them.



In the list of men who asserted that they "do not fear successful contradiction" of their statement that "great demoralization, unrest, and lack of morale" prevail among the employees of the Government Printing Office, was the name of William H. Bechert, who retired voluntarily on March 14, 1925, after 31 years' service. In contradiction to the statement which he signed at union headquarters, I quote the conclusion of a letter which Mr. Bechert wrote to me under date of January 19, 1925:

With best wishes and a successful administration of the office, which I think has been very successful since you were appointed Public Printer, I am,  
Very cordially,

W. H. BECHERT.

Daniel O'Connell, another one of the round-robin signers who defied successful contradiction of the charge that justifiable discontent and disorganization exist in the Government Printing Office, wrote to me under date of July 8, 1922, as follows:

On the eve of retirement, I desire to say that I have been treated fairly during my more than 30 years' service, and that I retire with the best of feeling toward yourself and those in charge under you, being not unmindful of your efforts to make things pleasant for all the employees of the office, notably in the establishment of the cafeteria, Harding Hall, and all the other improvements for the pleasure and general welfare of the employees.

John Delahunty, who subscribed to the statement that conditions which now prevail in this office "never were worse," also wrote to me on June 24, 1922:

It gives me great pleasure to thank you for your courteous letter acknowledging my service in the Government Printing Office on the occasion of my voluntary retirement. It is so different to all former Public Printers' methods, and it makes for a better feeling between you and the large corps of employees under your command.

I also thank you for your efforts to make working conditions more congenial for all working under your direct supervision.

Another one of the subscribers to the round robin, James M. Montgomery, burst into poetry before he retired to describe the joys of the cafeteria and recreation hall which I had provided for the employees. Mr. Montgomery thus concluded his laudatory verses:

We honor the promoter of this most humane scheme,  
His praise in song and story will ever be our theme;  
And as the years roll on apace shall cherish his good will,  
For he has made it possible our inner man to fill!

ONLY FOUR EVER HELD A FOREMANSHIP

Although the 59 immortals assumed to speak with intimate knowledge and great experience as to the management of the Government Printing Office for many years, only four of them ever held a foremanship in this office. That indicates how little value was placed on their advice and services by the various Public Printers under whom they had been employed. Twenty-eight of the number were involuntarily retired on account of inefficiency and physical infirmities that unfitted them for continuance in the service. Since their retirement but few of the men have returned to visit the Government Printing Office and consequently have little or no personal knowledge of conditions that have prevailed in this office for the

past several years. What they stated was, of necessity, based upon mere gossip.

If these men were to tell the whole truth in their offer to "place themselves at the pleasure of those who had been detailed to ascertain the facts," they could, however, substantiate the fact that the Government Printing Office was infested with grafters, racetrack touts, bootleggers, loafers, and common drunkards when I took charge of the establishment, and that it required strenuous efforts to clean up the place so that it might function with decency and honor. Undoubtedly my activities to oust the miserable clique which had dominated the office for many years caused some discontent, which I do not regret in view of the high reputation that is now accorded the Government Printing Office by all honorable men.

#### OFFICE RECORD OF EUGENE F. SMITH

Undoubtedly Eugene F. Smith, the president of local typographical union, could add some interesting testimony on this subject with which he appears to be very familiar. In a *Typographical Journal* article Smith charged that my efforts to uncover and discipline employees who "played the races, negotiated for bootleg liquor, or violated any rules completely shook the confidence of all right-minded printers and made informers out of the rest." Assuming, of course, that Smith considers himself to be a "right-minded printer," it is interesting to note how he conducted himself as such while an employee of the Government Printing Office. Smith's official record contains several instances of his having come to the office in an intoxicated condition. On one occasion Smith appears to have resigned while under the influence of liquor and, in writing to the Public Printer for reinstatement, explained: "I possibly would not have gotten such an idea in my mind had my spirits not been buoyed up by too many intoxicating drinks."

But the misconduct of the president of the typographical union is not all ancient history. On the night of November 26, 1924, Smith was ejected from the Government Printing Office for drunkenness and disorderly conduct. The guards, whom he threatened to assault, had to put him out of the building five times and then call a patrol wagon before they could get rid of him. In the *mêlée* Smith tore a sleeve out of the coat of one guard and, doubling up his fist, is alleged to have threatened to "fix" Lieutenant of the Guard Mawson, who is a past department commander of the G. A. R. and of the United Spanish War Veterans. Smith sobered up over night at the police station and the next morning paid a fine of \$15 rather than serve a sentence of 15 days in jail for his drunkenness.

#### QUALIFICATIONS OF THE PUBLIC PRINTER

Notwithstanding the opinion of Acting Attorney General Seymour as to my eligibility for the Public Printership and my unanimous confirmation by the Senate, the officers of the local typographical union, Smith and Seibold, continued their malicious charge that I had obtained office under false pretenses and in violation of the law requiring the Public Printer to be "a practical printer and versed



in the art of bookbinding." They claimed that President Harding had violated the law in nominating me for Public Printer and that the Senate of the United States joined in this crime by confirming my appointment. They did not dare make such baseless charges during the lifetime of President Harding nor give utterance thereto until after I had held office for nearly three years.

In specific answer to the charge I do not hesitate to assert that I am eligible under the law for the Public Printership. As to whether I am qualified to hold the position, I respectfully refer to my record as Public Printer for the last five years and to the numerous statements from many honorable leaders of the printing industry.

President Harding was fully informed as to my qualifications when he offered me the Public Printership, and so was Senator Moses, chairman of the Joint Committee on Printing, when he moved that the Senate give consent to my appointment. If Smith, Seibold, or anyone else knew aught to the contrary, they had ample opportunity at that time to submit their objections to President Harding and the Senate. The President announced my appointment on March 31, 1921, and I took office on April 5, 1921. Prior to that time there had been considerable newspaper comment as to my probable appointment. After the new Congress convened President Harding submitted my nomination to the Senate, and confirmation was unanimously voted the same day. The commission under which I now hold office is dated April 14, 1921. It is evident, therefore, that due time was available to inform the President and the Senate of any question as to my eligibility for the office.

Neither Smith, Seibold, nor any of their clique in the local union challenged my eligibility at that time. In fact, they did not question my right to hold office until I had refused to do their bidding and had declared that the Government Printing Office would be managed in the interest of the Government and not at the dictation of any particular clique or organization. When that issue arose, and I insisted that the Government Printing Office must observe the rule laid down by President Roosevelt on July 13, 1903, that union and nonunion men and women have an equal right to serve the Government and that union rules and regulations can not supersede the law of the land, I was then charged with a variety of offenses and sentenced by Smith and Seibold to be ousted from office.

The truth is, the only possible ground for declaring me ineligible for the Public Printership is that I am not a member of Columbia Typographical Union and more especially that I am not affiliated with or controlled by the secret clique which dominates that organization. I have no apologies or regrets to offer Smith and Seibold for not associating with them and not following the zigzag footsteps of the local union's president.

#### UNION PRESIDENT WROTE INDORSEMENT

However, at the time of my appointment the fact that I was not a member of Columbia Typographical Union was not regarded by the officers of that organization as an unpardonable sin. In fact,

officers of the local union indorsed my appointment and formally approved my qualifications for the Public Printership. In proof of this statement I submit a letter which M. A. Bodenhamer, who was president of Columbia Typographical Union at that time, addressed to me on February 24, 1921, over his official signature as president of the union. The letter was undoubtedly written with the knowledge and sanction of George G. Seibold, who was at that time, and still is, the secretary of Columbia Typographical Union.

The letter, which was transmitted to President Harding at Mr. Bodenhamer's request, reads as follows, attention being especially invited to the fifth and sixth paragraphs thereof:

COLUMBIA TYPOGRAPHICAL UNION No. 101,  
Washington, D. C., February 24, 1921.

GEORGE H. CARTER,  
*Clerk, Joint Committee on Printing,  
United States Capitol, Washington, D. C.*

DEAR MR. CARTER: As is but natural at such a time as the present, on the eve of a change of national administration, the air is full of rumors of impending changes of more or less importance.

To be sure, the very fact that so much one hears is only rumor and the firm foundation for its borning difficult to discover in itself has a tendency to put a damper on the ardor of those whose hopes are probably father to their thoughts.

However, there is one rumor circulating around us that is so persistent in its character that I am constrained to say a few words to you about it—to express my opinion on it, in other words—and that is the one which almost everywhere I go I find is connecting your name with the office of Public Printer under the new administration.

As stated above, all that has come to me so far regarding the matter is fact, and that at the proper time your friends will be permitted to present your name and press your qualifications for this most important office to the President.

When I say "press your qualifications for the office" I do not do so without some considerable knowledge whereof I speak. My acquaintance with you and the opportunity of gaining an insight into your qualifications for this position, it is true, date back probably only four years—to the time of my assuming the office I still hold (president of Columbia Typographical Union, No. 101, of this city)—during all of which time and for some years before you have filled the very important post of clerk to the Joint Committee on Printing of the United States Congress, the body which practically controls the operations of the Government Printing Office; but in that time and through the association occasioned by the performance by me of my duties and by you of your own I feel sure that any judgment I have formed of your qualifications for the office of Public Printer is in deed and in truth founded on facts.

I am familiar with the fact that you learned the printer's trade and really became a practical printer, though you did not follow it as your life's work when seeking your livelihood; I am familiar with the fact that you have been a member of the International Typographical Union (the Newswriters' Branch) and that you at this time hold an honorable withdrawal card from the organization. These facts regarding your practical qualifications for the post, plus the experience gained in the position you now occupy (clerk to the Joint Committee on Printing), in which position you have been in almost constant touch with the operation of the great Government Printing Office from top to bottom for many years, plus your natural intelligence and ability to fill any position to which you might be assigned with credit to yourself and honor to the one making the assignment, to my mind would make your selection as Public Printer an ideal one.

In my judgment, as Public Printer you would give that office a thorough business administration, you would carry into the office no grievances to settle and would have no rewards to pay, and your long service with the Joint Committee on Printing and consequent wide acquaintance with the membership of Congress itself would bring about a closer feeling—a closer touch—between the Congress and the Government Printing Office than has existed probably



either in your time or mine, and which could but result in great benefit to all concerned, bringing about an administration of the affairs of the office that could be achieved with like success in no other manner.

As I remarked at the beginning of this letter, I hope that all I have heard about this particular appointment is not rumor, but that when a change is made by the incoming President in this very important office it will be permitted him to have full knowledge of the qualifications for filling it successfully that I feel you so fully possess and which I have so poorly described. With such knowledge in the President's possession, I feel sure there would be no question as to your selection—and to the satisfaction and great benefit of all concerned.

Again expressing the hope that this information can be imparted to the President, and with my very best wishes, I remain,

Sincerely, your friend,

(Signed) M. A. BODENHAMER,  
President Columbia Typographical Union, 101.

#### SEIBOLD JOINS IN APPROVAL

Seibold supplemented President Bodenhamer's letter a few days later with one of his own under date of March 5, 1921. In this letter Seibold stated that the Des Moines Typographical Union, No. 118, had indorsed my appointment as Public Printer and had urged Columbia Typographical Union of Washington to "exert all proper effort to secure his [my] appointment." Seibold concluded his letter with the following expression of confidence in my ability to fill the office:

On my own behalf, however, I desire to say that, should you be honored with appointment to this high position, I am confident that you will carry to it the same high degree of efficiency that has marked your conduct in all matters coming under my observation.

With best wishes for your success, I am,

Very truly yours,

(Signed) GEO. G. SEIBOLD,  
Secretary.

The resolutions which the Des Moines Typographical Union, No. 118, unanimously adopted on February 27, 1921, read as follows:

Whereas we learn that George H. Carter, formerly of this city, for the last 11 years clerk of the Joint Committee on Printing in Congress, is a candidate for Government Printer; and

Whereas we know Mr. Carter to be loyal to the interests of our organization, he having for years in a time of great stress with us paid I. T. U. dues; and

Whereas we recognize the importance of having for Government Printer a man with special knowledge of the Government's printing problems and special equipment for the duties of the office; and

Whereas Mr. Carter possesses such special knowledge and special equipment: Now, therefore, be it

*Resolved*, By Des Moines Typographical Union, No. 118, that we heartily indorse George H. Carter for appointment as Government Printer and urge Columbia Typographical Union, No. 101, of Washington, D. C., to exert all proper effort to secure his appointment; and be it further

*Resolved*, That a certified copy of these resolutions be forwarded to Columbia Typographical Union, No. 101, and to Mr. Carter.

Similar resolutions were adopted by Bluff City Typographical Union, No. 203, Council Bluffs, Iowa, my home town, on January 30, 1921, and were also transmitted to President Harding prior to my appointment.

My appointment was likewise approved by Hon. J. H. Strief, former president of the Sioux City (Iowa) Typographical Union and former president of the Iowa State Federation of Labor.

The Typographical Journal, the official organ of the International Typographical Union, in its issue of May, 1921, announced my appointment and reviewed in detail my career from the time I learned to set type and operate a job press in Iowa to my long service as clerk of the Joint Committee on Printing, stating that "His previous training eminently well fits him for administering the affairs of the big shop."

#### PRESSMEN'S UNION FILES STATEMENT

When the question of my eligibility was raised by Representative Stengle, of New York, and the officers of Columbia Typographical Union, the following statement was submitted to the Attorney General on January 31, 1924, by William H. McHugh, vice president, "acting for and in behalf of the International Printing Pressmen and Assistants' Union of North America":

The Washington daily papers have indicated that the President has referred to the Department of Justice a resolution submitted to the Chief Executive by the Columbia Typographical Union, No. 101, which resolution questions the eligibility of Mr. George H. Carter to hold the office of Public Printer.

I am directed by the board of directors of the International Printing Pressmen and Assistants' Union of North America, in behalf of the 45,000 members of our organization, to protest against giving serious consideration to the resolution presented by Columbia Typographical Union, No. 101, for the following reasons:

1. The Hon. George H. Carter is a member of the International Printing Pressmen and Assistants' Union of North America and is a practical printer in every sense of the word; for if any particular organization engaged in the printing trade has a rightful claim upon the name, that organization would be the printing pressmen, for the reason that as a pressman the actual printing of a word or picture is the process of presswork, and for the compositor or the typesetter to make claim to the exclusive application of the word "printer" would be without basis of facts.

If the department would put any other construction on the word, or if they would uphold the petition of Columbia Typographical Union, No. 101, it would exclude for all time the possibility of the kindred trades engaged in the industry from holding this important office. The kindred trades in the printing industry are five in number—the International Printing Pressmen and Assistants' Union of North America, the International Typographical Union, the International Brotherhood of Bookbinders, the International Stereotypers and Electrotypers' Union, and the International Photo-Engravers.

We ask that your department give consideration to this protest against the indefensible action of Columbia Typographical Union, No. 101, for submitting the petition referred to, and if your department intends to give further consideration to the matter, or if there is to be hearings on the subject matter, we ask the privilege to appear before your department in behalf of the printing pressmen and its member, the Hon. George H. Carter.

President George L. Berry, of the International Pressmen's Union, also sent the following telegram to the President of the United States under date of January 31, 1924:

Attention of the undersigned as president of the International Printing Pressmen and Assistants' Union of North America has been directed to the action of Columbia Typographical Union, No. 101, in the passage of a resolution raising the question of the eligibility of Mr. George H. Carter, Public Printer, to hold that position. The International Printing Pressmen and Assistants' Union of North America is the second largest printing trades union in the world. Its members are engaged exclusively in printing. Members of Typographical Union, No. 101, are not printers, but compositors. They set type. Printing pressmen print and have exclusive jurisdiction over printing in America. Mr. Carter is a member of the International Printing



Pressmen and Assistants' Union of North America, and any claim of his ineligibility on the claim of him not being a printer is without basis of fact. In behalf of the membership of our international organization, we protest against the action taken by an organization of compositors against Mr. Carter, who is likewise a member of our organization and a printer.

#### BOOKBINDERS SUPPORT QUALIFICATIONS

A committee representing Local Union No. 4, International Brotherhood of Bookbinders, also submitted a statement to the President on January 31, 1924, from which I quote in part:

This committee, with proper credentials, representing Local Union No. 4, International Brotherhood of Bookbinders, are here to request that our union, composed very largely of employees of the Government Printing Office, be placed in the right attitude toward President Coolidge.

It has been represented that Hon. George H. Carter is not legally qualified to fill the position of Public Printer because he is not "a practical printer and versed in the art of bookbinding," as required in section 17 of the act of January 12, 1895. We wish it distinctly understood that so far as our union is concerned there is no question as to his qualifications under the law, as it relates to bookbinding; further, there is no opposition to him on the part of our union either from a personal, legal, or executive standpoint, and statements to the contrary are misrepresentations and unwarranted by facts.

That President Harding, a practical printer himself, was of the opinion that I was eligible under the law for appointment as Public Printer is ascertained, of course, from the fact that he nominated me for that position early in his administration. Subsequently President Harding gave me a photograph of himself at work as a printer in the Marion Star office and inscribed it:

To George H. Carter with greetings and good wishes of one printer and public servant to another.

Sincerely,

WARREN G. HARDING.

The questioning by Smith and Seibold of my eligibility and qualifications to manage the Government Printing Office would be too silly to notice if the issue did not affect a public office and the integrity of President Harding and the entire Senate in placing me at the head of the world's greatest printing plant. The truth is, as my lifelong friends well know, I have been closely identified with the printing and newspaper business for many years. It seems unnecessary to detail my experiences of 30 years in various branches of the printing industry, both public and private, but I believe that my membership in the following organizations bears ample testimony to the fact that my services have been recognized and appreciated by those best qualified to judge:

International Printing Pressmen and Assistants' Union.

United Typothetæ of America.

Employing Bookbinders of America.

The Typothetæ of Washington, D. C.

The Typothetæ of the Pittsburgh (Pa.) district.

The Anthracite District Typothetæ of Scranton, Pa.

The Washington Club of Printing House Craftsmen.

The American Institute of Graphic Arts.

I was also honored with designation by President Harding, the president of the United Typothetæ of America, and the president of the International Printing Pressmen's Union to represent

the printing industry of the United States at the international congress of master printers at Gothenburg, Sweden, in 1923.

# OPINION OF ACTING ATTORNEY GENERAL

After reviewing the protests of Stengle, Smith, and Seibold, Acting Attorney General Seymour rendered the following opinion on January 29, 1924:

OFFICE OF THE ATTORNEY GENERAL,  
*Washington, January 29, 1924.*

DEAR MR. PRESIDENT:

I have the honor to acknowledge receipt of your request to the Attorney General to look into the question of the eligibility of the Public Printer raised by Hon. Charles I. Stengle in his letter to you dated January 21, 1924, and your further letter dated January 26, 1924, inclosing correspondence from Columbia Typographical Union No. 101 in regard to the Public Printer.

Section 3758 of the Revised Statutes referred to by Mr. Stengle has been superseded by the act of January 12, 1895 (chap. 23, sec. 17, 28 Stat. 603), which, so far as material to this question, provides:

The President of the United States shall nominate and, by and with the advice and consent of the Senate, appoint a suitable person, who must be a practical printer and versed in the art of bookbinding, to take charge of and manage the Government Printing Office.

In the case of *Keim v. United States* (177 U. S. 290, 293) it was held:

The appointment to an official position in the Government, even if it be simply a clerical position, is not a mere ministerial act, but one involving the exercise of judgment. The appointing power must determine the fitness of the applicant; whether or not he is the proper one to discharge the duties of the position. Therefore it is one of those acts over which the courts have no general supervising power.

The facts relating to the qualifications of Mr. George H. Carter were submitted to President Harding at the time of his appointment. President Harding was especially qualified by experience to determine the qualifications of a man for the position of Public Printer.

The nomination by the President raises a presumption of fitness of the appointee under the statute providing for the appointment. The confirmation of the nomination by the Senate strengthens this presumption. The fact that Mr. Carter was clerk of the Joint Committee on Printing for a number of years enabled the Senate to have unusual means of knowing his qualifications at the time the matter of his confirmation as Public Printer was before the Senate.

I am of the opinion that the President could reasonably have concluded that the present incumbent was qualified as a practical printer and versed in the art of bookbinding. The power of appointment rests alone with the President. It was for him to determine whether the particular person appointed possessed the necessary skill to discharge the duties attaching to the position. (33 Op. 534.) No facts have been submitted to impair the presumption of fitness of the Public Printer under the law providing for appointment to that office.

Respectfully,

(Signed) A. T. SEYMOUR,  
*Acting Attorney General.*

The PRESIDENT,  
*The White House.*

The opinion of Acting Attorney General Seymour has put an end to the bigoted notion of certain compositors that one must be actively employed as a typesetter and a member of the typographical union at the time of his appointment to be eligible for the office of Public Printer. As a matter of fact, this imaginary bubble was exploded years ago when President Cleveland appointed as Public Printer Thomas H. Benedict, a country newspaper publisher, who frankly admitted that he had never set a line of type or operated a press.



Mr. Benedict's nomination was confirmed by a Republican Senate, and among those voting to approve his eligibility under the law were Senator Gorman, one of the authors of the printing act of 1895 which defines the qualifications of the Public Printer, and such other distinguished Senators as Frye, Cameron, Cockrell, Gray, Harris, Ingalls, and Morgan.

#### CHARGE OF MISAPPROPRIATING PUBLIC FUNDS

The only really serious charge that Smith and Seibold as officers of Columbia Typographical Union have made against me is that of unlawfully expending and misappropriating the public funds to convert the attic of the Government Printing Office into convenient and accessible floor space for housing the new photo-engraving plant, the school for apprentices, the cafeteria, rest rooms, assembly hall, bowling alleys, and shower baths, which have been installed under my administration. In other words, the president and the secretary of the local typographical union have charged that my expenditures for the comfort and welfare of 4,000 employees, including more than 900 members of their own union, and for necessary space for the apprentice and photo-engraving sections was "a premeditated misappropriation of public funds."

In reply, I assert that the libelous charge is utterly false and without any support in fact or in law. Every dollar of the expenditures for the repairs, alterations, and equipment criticized by Smith and Seibold was approved by the Joint Committee on Printing and passed upon by the Comptroller General of the United States as in strict accordance with law.

Plans for the proposed alterations to the building were submitted in advance to the Joint Committee on Printing in compliance with the direction of President Roosevelt, dated June 30, 1908, that all expenditures in excess of a thousand dollars be approved by the Joint Committee on Printing before being undertaken by the Public Printer. Senator Moses, chairman of the Joint Committee on Printing, notified me under date of June 21, 1921, that the committee had formally approved the proposed expenditures in the following letter:

In confirmation of the verbal approval expressed to you personally by the members of the joint committee at the meeting held this day, when you explained in detail certain plans for altering the attic or eighth floor and roof of the Government Printing Office for the purpose of providing space for a photo-engraving plant, assembly and rest rooms, and a cafeteria, for the employees of the Government Printing Office, you are hereby formally advised that the committee approved of the plans presented and authorized the expenditure of such sums as may be necessary to proceed with and complete these alterations and equip the same, other than the photo-engraving plant.

Formal contracts were awarded on June 30, 1921, and the work was completed in contract time, accepted and paid for on March 23, 1922. All of the contracts and accounts were submitted to the General Accounting Office and approved by the Comptroller General without a single disallowance, which fully justifies me in the assertion that the entire transaction was in strict compliance with law and that there was no misappropriation or unlawful expenditure of

public funds, either by the Public Printer, the Joint Committee on Printing, or the Comptroller General.

#### STATEMENT OF ACCOUNTS AND BUDGET OFFICER

The superintendent of accounts and budget officer of the Government Printing Office in reporting on this expenditure, which was first audited by his division, states:

All orders, contracts, vouchers, and records of payments covering this construction and equipment, together with the authority from the Joint Committee on Printing, were submitted to the General Accounting Office in the usual manner with all other records of business at the close of the fiscal quarters in which the various transactions were closed.

The Comptroller General of the United States, through his organization in the General Accounting Office, passes upon the legality of contracts, the expenditures of public funds, and interprets the authority for such expenditures. When an account has passed through this office, which is the highest Government authority, without a disallowance, it becomes a closed transaction, and for all intents and purposes necessarily must be construed as fully within the law and completely supported by proper authority.

The Comptroller General made no disallowances whatsoever on the payments by this office for construction and equipment of the eighth floor of the Government Printing Office, in which, in addition to several productive divisions, are located the rest rooms, assembly hall, cafeteria, etc. In my opinion, this constitutes a definite and final approval of the entire transaction.

Before the expenditures were finally passed upon and approved by the Comptroller General I discussed the matter with the House Committee on Appropriations. The printed hearings before the Appropriations Committee show that throughout my statement to the committee on January 17, 1922, no question was raised by any member of the committee as to the propriety or legality of the expenditure; nor has any Member of Congress since then suggested to me that the improvement was unwise or unwarranted. It remained for only the evil minds of Smith and Seibold to concoct the charge that public funds had been deliberately misappropriated in making the Government Printing Office the best equipped establishment of its kind.

The establishment of the cafeteria and the health and recreational activities of this office have been universally praised by everyone except Smith and Seibold as the best service that the Government has ever rendered to its employees. Every dollar expended has been repaid already by the good health, better morale, and increased efficiency of the entire force. It would be an everlasting shame to permit two malicious individuals to ruin this splendid accomplishment in the satisfaction of their personal vengeance.

I believe that I have just reason to feel proud of the work that has been done during the last five years in behalf of my fellow workers and for the upbuilding of the Government Printing Office. The public records prove that this office has attained the highest efficiency and is rendering the best service in all its history. This fine achievement has been acclaimed by the best qualified leaders in the great printing industry who have manifested a most helpful interest in our work. I set up this record and indorsement against anything that may be said to the contrary by such men as Smith and Seibold.



## SMITH APPEALS TO INTERNATIONAL UNION

Disappointed by the repeated failure of their personal attacks on me, Smith and Seibold appealed again to the local typographical union to adopt a resolution requesting the International Typographical Union to join them in denouncing my administration of the Government Printing Office. The resolution of the local union was adopted without prior notice at a meeting attended by less than 60 of the 2,000 local members. Fewer than a dozen of the 900 union printers employed in the Government Printing Office attended the meeting, but, notwithstanding this scant support, the local union officers heralded their charges far and wide as having been "unanimously" approved by the entire 2,000 membership of the local organization.

The resolutions were subsequently submitted to the 900 union printers employed in this office, and with but a single exception they refused to indorse the charges that the half hundred nonemployees had undertaken to prefer in their names. Furthermore, two-thirds of the 900 union printers in this office had but a short time before emphatically repudiated Smith, the leader of the attack on me, by voting against him for president of the local union, and he succeeded in retaining that office only by the vote of the local secretary's chapel, which does not include employees of this office.

## EMPLOYEES REPUDIATE SMITH'S ACTIONS

The union printers of the Government Printing Office were so incensed by the surreptitious action of the half hundred nonemployees dominated over by Smith that a committee of printer employees voluntarily proposed the following resolutions in answer to Smith's charges and had obtained the signatures of more than half of the 900 union printers in this office before I asked them to withdraw their resolutions from further consideration:

In the interest of peace and harmony, and in accord with the policy of the International Typographical Union for friendly relations between employer and employee, we, the undersigned employees of the Government Printing Office, members in good standing of Columbia Typographical Union, No. 101, approve the following resolutions and petitions:

"Whereas the constant criticisms of the Public Printer for the past three years by the officers of No. 101, have caused each printer employee of the Government Printing Office a loss of more than a thousand dollars in increased wages; and

"Whereas certain statements of conditions in the Government Printing Office are not true, but are imaginary on the part of a few former employees and other members of No. 101 who never were employed at the Government Printing Office; and

"Whereas no condition has existed that would necessitate any question as to the competency of the Public Printer; and

"Whereas the present agitation by nonemployees has been incited to disturb the morale of the printer employees of the Government Printing Office; and

"Whereas working conditions in the Government Printing Office have been approved by a two-thirds vote of its printer employees who are members of No. 101 and by the decision of the Attorney General in favor of the Public Printer: Therefore be it

"Resolved, That we request that no action be taken by the International Typographical Union that will interfere with or prevent a better and more friendly understanding between the present Public Printer and No. 101. to

the end that the wage question due to come up in October, 1925, may be settled with harmony and dispatch for all parties concerned and insure future amity between the Public Printer and No. 101."

In witness whereof we gladly and of our own volition sign this resolution and petition.

Notwithstanding his repudiation by the union printers employed in the Government Printing Office, Smith took his resolutions to the convention of the International Typographical Union in Kalamazoo last August and had them introduced by a delegate, who, like himself, is not employed in the Government Printing Office.

The Smith resolutions were perfunctorily adopted by the Kalamazoo convention without any effort to ascertain whether the charges were true or false.

President Lynch, of the International Typographical Union, was directed to present the resolutions at the recent meeting of the American Federation of Labor in Atlantic City and to request that organization to take up the fight against me for the local typographical union.

The printed proceedings of the American Federation of Labor show that its committee on resolutions "with the consent and approval" of the president of the International Typographical Union, Mr. Lynch, eliminated from the resolutions the charge of my ineligibility to hold office, which the typographical union had declared was its principal complaint "above all else."

The convention of the American Federation of Labor then adopted the amended resolution, which merely asks for an investigation of the charges submitted to it by the International Typographical Union.

#### REPLY TO THE FEDERATION RESOLUTION

That Congress may be informed of my reply to these charges, I submit the following statement, covering in order the complaints of the Typographical Union as quoted verbatim from the preamble to the resolution of the American Federation of Labor:

#### CHARGE No. 1:

\* \* \* that George H. Carter, acting as Public Printer, violated the law of the United States by lowering the term of experience required of printers for employment in the Government Printing Office from four years to two years.

#### ANSWER TO CHARGE No. 1:

The term of experience required of printers employed in the Government Printing Office has not been lowered from four to two years. This charge is refuted by the Typographical Union itself in claiming that 99 per cent of the printers employed in the Government Printing Office are members of the International Typographical Union, the laws of which require an apprenticeship of at least four or five years. If the local union has issued journeyman cards to printers of less experience, it has violated its own international law in thus lowering the union term of apprenticeship. The Government Printing Office can not be held responsible for such action on the part of the union.

The union is estopped from complaining as to the qualifications of 99 per cent of the printers employed in this office, inasmuch as



it has granted them membership cards certifying that they are full-fledged journeymen printers. Therefore the charge can not possibly apply to more than 1 per cent of the printers employed in the Government Printing Office.

As a matter of fact, every printer employed in the Government Printing Office, whether a member of the union or not, has been appointed through regular civil service examination, which he must pass with an eligible rating based on his statement of experience. The required term of experience is fixed by the Civil Service Commission and has not been a matter of regulation by the Public Printer. The commission has ruled that applicants for appointment as printers shall have had at least four years' training in the printing trade. The commission has passed upon qualifications of all applicants and is therefore solely responsible for the standard of experience required of printers employed by this office.

There is no law of the United States fixing the term of experience required of printers for employment in the Government Printing Office, other than that they shall be "thoroughly skilled" as shown by trial under the direction of the Public Printer (Sec. 45, Printing Act of 1895). Therefore neither the Public Printer nor the Civil Service Commission could have violated any law in prescribing either two, four, or five years as the proper period of training.

The only possible basis for charging that I have lowered the term of experience for printers employed by this office may be found in a proposal which I submitted to the Civil Service Commission some time ago asking for the appointment of a separate class of linotype and monotype machine operators having at least two years' trade experience, including not less than one year's training in machine composition.

This proposal did not affect the four years' training required of regular compositors and printer-machine operators, but was intended to secure, if possible, a limited number of operators for machine work exclusively. When this proposal was made, the civil-service list of operators had been exhausted for several years, and it was, and still is, impossible to obtain sufficient operators of four years' experience in the printing trade to carry on the work of this office.

Many commercial plants and newspaper offices employ operators who have never served a regular apprenticeship as printers but have successfully specialized in machine work.

The Typographical Union has accepted as members many operators who never completed a regular apprenticeship as printers. The apprenticeship law of the International Typographical Union requires only six months' machine experience in addition to training as a compositor to qualify for work as a union operator. The civil-service regulation also requires only six months' training as an operator during four years of preliminary experience in the printing trade. In the opinion of this office machine experience of at least one year in addition to other training is necessary for a competent operator.

The experience of this office has shown, however, that a four-year apprenticeship as a hand compositor is not necessary for the training of linotype and monotype keyboard operators as specialists on machine work. My predecessors appointed at least 10 good operators

who did not have four years' training as compositors, and yet the typographical union has issued cards to them as full-fledged printers.

I recall the case of a son of former Public Printer Ford. The young man was a machinist's helper, but desired to become a linotype operator. In an emergency I granted him a trial and he gave good promise of becoming proficient as an operator. Ford had not served the required four years' apprenticeship as a hand compositor and could not qualify for civil service appointment. The local union, nevertheless, granted him a card to work as a journeyman printer and he is employed in a union shop.

Inasmuch as the Government Printing Office has constant need for a large number of operators for machine work exclusively, and had been for several years unable to obtain an adequate number of printer operators, it seemed necessary that an effort should be made to secure some operators who were qualified for machine work exclusively. Accordingly such a recommendation was made to the Civil Service Commission, and after extended consideration the commission submitted a draft of its proposed announcement of a new examination of operators with two years' experience for my approval on September 18, 1924.

At that time, with the cooperation of the commission, this office was preparing a poster calling for additional printers and machine operators. Conforming to the new examination proposed to the commission, a statement was included in the poster to the effect that applications would be considered from operators who had at least two years' experience in the printing trade, at least one year of which was required for machine work.

Proofs of the poster with this statement were submitted to representatives of the commission and received their approval before the poster was issued. As explained in detail on page 97 of this report, the commission assisted in the distribution of the posters throughout the United States and has never advised me that the posters contained any unauthorized statements. It is evident, therefore, that the commission approved, at least for the time, the proposed appointment of operators with two years' experience and that I did not violate any civil service rule or law by the statement included in the poster.

Although the poster called for operators with two years' experience, it likewise offered employment to "journeyman printers and printer-machine operators, who must have served at least four years at the trade." The poster further announced in conspicuous type: "Temporary employment as printers and operators available at once, pending qualification for permanent civil service appointment."

In addition, this office sent special letters to all applicants informing them that they "must qualify through civil service examination for permanent appointment at an early date after reporting for duty." The letters also advised applicants that the commission required "a regular apprenticeship of four years in the printing trade and at least six months in the operation of a typesetting machine either during or in addition to such time."

Final draft of the announcement for a two-year-operator examination was submitted to the commission on October 15, 1924. The commission requested further information on November 11, and this



was furnished on November 19, 1924. My statement to the commission at that time will be found on page 38 of this report, where the matter is discussed in further detail.

Hearing nothing further from the commission at the time, it was assumed that the new examination would be announced in due time. I was, therefore, greatly surprised to read in the December, 1924, issue of the *Typographical Journal*, which arrived about the 15th of the month, that the Civil Service Commission, before whom the president and secretary of the local typographical union had appeared, "was so impressed with the justice of their complaint that the instructions, which had already been printed, were held up, with the prospect that the four-year clause will again be inserted."

The chief clerk of the Government Printing Office phoned the secretary of the commission for an explanation of the article in the *Typographical Journal*. Secretary Doyle replied that the matter was being held up by Commissioner Wales, but promised that the Public Printer would be given a personal hearing before any adverse action was taken by the commission.

So it stood until January 15, 1925, when a representative of the commission, F. W. Brown, came to the Government Printing Office, on request, to discuss with the Public Printer the proposed examination for two-year operators. Mr. Brown stated that the officials of the local typographical union had promised the commission that they would be able to get sufficient operators to supply the Government Printing Office and that the commission had agreed with the union officials to hold up action on the two-year operator examination until March 1, so as to give the union officials time to supply sufficient help to the Government Printing Office.

This agreement, by which the Civil Service Commission virtually turned over to the local union officials the supplying of printers for the Government Printing Office, had been entered into without my knowledge. The union officials undoubtedly made the agreement with the intention of barring nonunion printers from the Government Printing Office, notwithstanding President Roosevelt's order of July 13, 1903, that this office shall be open to both union and nonunion employees and that "no rules or regulations of a union can be permitted to override the laws of the United States."

Again I had to obtain information from the *Typographical Journal* as to further action by the Civil Service Commission on my request for operators of two years' experience. The February, 1925, *Journal*, which was received about the 15th of the month, contained a letter dated January 16, 1925, from the secretary of the commission to the secretary of the local typographical union, stating that the new examination for operators would be announced by March 1 if the drive for four-year operators was unsuccessful. The letter as printed in the *Typographical Journal* reads:

JANUARY 16, 1925.

GEORGE G. SEIBOLD,

*Secretary Columbia Typographical Union,*

*423 G Street NW., Washington, D. C.*

SIR: At the recent conference between yourself and Mr. Smith and the commission the commission agreed that no change would be made in the requirements for linotype operators and monotype keyboard operators at the Government Printing Office without notice to you.

You are now advised that unless the drive now being made to secure eligibles with the four-year apprenticeship requirement is successful by the 1st of March, 1925, the commission will announce an examination to fill these places with a requirement calling for two years' experience in a printing office, including one year of experience in operating a machine.

By direction of the commission.

Very respectfully,

JOHN T. DOYLE, *Secretary.*

The Civil Service Commission did not advise this office until October 30, 1925, that it had finally decided not to call for the proposed new class of operators. The Government Printing Office is unable, therefore, to conform to the practice of many machine-composition plants and training schools throughout the country in the employment of operators who have specialized on machine work.

The failure of the local union officials to fulfill their promise to the Civil Service Commission to supply this office with sufficient competent operators is revealed by the fact that on March 6, 1925, we had only 14 more linotype operators and 10 more monotype keyboard operators than on October 15, 1924, when the first response to our poster campaign was received. The slight increase was due entirely to the efforts of this office and not to any help received from the local union. No operators with satisfactory efficiency ratings were dropped in the reduction of the force on March 7.

The Civil Service Commission had 57 linotype operators and only 9 monotype keyboard operators on its eligible list on March 17, 1925, to meet the future requirements of the entire Government service. From July 1, 1924, to June 30, 1925, 107 linotype operators and 28 monotype keyboard operators left the service. In the fiscal year 1924 the loss was 82 linotype and 13 monotype keyboard operators.

The facts are that the past summer was the first time in seven years that the commission was able to maintain a waiting list of operators. This list has recently been exhausted by the call for additional help to handle the extra work which Congress will require, and the commission has again had to authorize the Public Printer to make emergency appointments of operators.

#### CHARGE NO. 2:

\* \* \* that he, early in his administration of the Government Printing Office, established a spy system, than which there is nothing more un-American in the galaxy of things, by which spy system he greatly impaired the printing efficiency of the office and the morale of the employees thereof.

#### ANSWER TO CHARGE NO. 2:

As this charge is placed early in my administration, it evidently refers to my action at that time against gambling, grafting, bootlegging, drunkenness, and other violations of law in the Government Printing Office.

The misconduct of a number of employees had been so flagrant that the efficiency and morale of the office was greatly impaired long before I took charge. I felt it my first duty therefore to ascertain the guilty ones and end their baneful influence over the affairs of this office. In that undertaking I received the help of many honorable employees who justly resented the disgrace that some unworthy fellow workers had brought upon the office.

No one was employed as a spy, and I have not at any time established a spy system in the Government Printing Office. In fact,



the aid of so-called "spies" was wholly unnecessary, as the wrongdoers revealed themselves by their open disregard for law and proper conduct, which had gone largely unchallenged until I was placed in charge of the office.

It is customary, of course, for the conscious-stricken to set up the deceiving wail that they are the victims of an imaginary spy system, but I am astonished that a law-abiding body like the International Typographical Union would appear to support such an absurd complaint in behalf of men who have disgraced that honorable organization.

The only semblance of a spy system in the Government Printing Office is the "information service" maintained by the very men who have preferred the spy charge against me. Ever since I became Public Printer every trivial happening in the Government Printing Office has been reported to their down-town headquarters, distorted and misrepresented by its unscrupulous correspondent, and published monthly in the official organ of the Typographical Union. The columns of the Typographical Journal are filled with evidence of the activities of malicious meddlers who have no regard for the truth and who seek by contemptible falsehoods to arouse public hatred toward my administration of the Government Printing Office.

On the other hand, the intentional unfairness of the Typographical Journal has been shown on numerous occasions by the refusal of its editor, J. W. Hays, to publish any article written in my behalf by prominent members of the Typographical Union who believe in fair play and who have offered to publish the statements over their own signatures.

The vilifications resorted to by the local clique which seeks either to rule or ruin this office and besmirch my reputation are beyond the pale of civilized conduct. Not only have these scandal mongers carried their petty tales to the public press but they have also indulged in a system of private reprisals that would have shamed even the infamous secret service of a Russian czar.

Emissaries have been sent to my old home in Iowa to unearth, if possible, anything that might reflect on my character, but the record has been searched in vain.

An attorney has been paid a retaining fee of \$1,000 for "legal advice" in preferring false charges against me. Eugene F. Smith, the president of the local typographical union, has drawn hundreds of dollars from its treasury for "expenses" alleged to have been incurred in seeking revenge for the exposure of his own drunken misconduct.

Agents of Smith have been sent to the homes of employees to intimidate them into belying their own sworn testimony against one of Smith's coconspirators who was facing discharge for gross misconduct.

Former friends have been induced by Smith's misrepresentations to repudiate their written expressions in my behalf, and I have been maligned country wide as a vicious tyrant and an arch enemy of the workingman.

Now I am denounced as un-American for my efforts to rid this office of grafters, gamblers, drunkards, and loafers who are seeking

to mitigate their own misdeeds by claiming that they are victims of a "spy system."

If it is un-American to better working conditions and wages in the Government Printing Office and to improve its morale so that the entire printing industry now points with pride to the unexcelled efficiency of this office, if for doing these things I am to be branded as un-American, then my standard of faithful service to the Government does not accord with the professed loyalty of those who have sworn to maintain their selfish interests above any other allegiance, either "social, political, or religious."

### CHARGE No. 3:

\* \* \* that on several occasions the said Public Printer has wantonly and without reason scandalized the employees of the Government Printing Office, notably at Atlantic City, N. J., on May 23, 1924, where, in a carefully prepared speech, which speech was broadcast by the Associated Press, he stated among other things that he had been compelled to discharge 268 employees of the office in his campaign to rid it of graft, corruption, gambling, bootlegging, etc., which statement he must have known to be false, because in his report to Congress dated December 31, 1924 (more than seven months later than his Atlantic City speech), it is shown that only about one hundred employees (to be exact, eighty-one plus "about a score") had been discharged to that time for all causes.

### ANSWER TO CHARGE No. 3:

I have not "wantonly and without reason scandalized the employees of the Government Printing Office," and my speech at Atlantic City on May 23, 1924, which is misquoted in the charge, does not sustain any such accusation. The manuscript of my Atlantic City speech, which was filed with the Department of Justice several months ago, shows that what I actually said on May 23, 1924, in regard to the discharge of employees prior to that time, was as follows:

It has been necessary to dismiss or suspend 268 employees during the last three years in the effort to "clean up" the Government Printing Office and raise to a decent and efficient standard its morale, which was dragged in the mire for many years. \* \* \* It really is a shame that valuable hours and days had to be given to the disagreeable task of ousting from the Government pay roll a motley crowd of gamblers, bootleggers, drunkards, grafters, crooks, and common loafers.

Attention is invited to the fact that I said it was necessary "to dismiss or suspend" 268 employees and that I did not say that 268 employees were "discharged" for the reason stated in my address. A recent recheck of the official records shows that 116 employees were dismissed and 158 were suspended for cause from the beginning of my administration on April 5, 1921, to the date of my Atlantic City address on May 23, 1924, making a total of six more than stated at that time.

The resolution of the typographical union attempts to prove my statement false by pretending to quote from my annual report submitted to Congress on December 31, 1924. No such figures as quoted in the charge can be found in my printed report of December 31, 1924, and I have never made any statement concerning the discharge of employees that conflicts with the Atlantic City speech.



The officers of Columbia Typographical Union previously asserted that—

It is with gratification, however, that we are able to state that not one of our members has been dismissed during the incumbency of Mr. Carter for any of the causes enumerated in his Atlantic City speech.

There is one conspicuous case of a prominent member of Columbia Typographical Union which was given publicity at the time and which Smith and Seibold can not possibly have forgotten. I refer to the case of Daniel V. Chisholm, former Deputy Public Printer, who was dismissed early in my administration after having been found guilty of gross misconduct as a Government official.

I observe that the resolution as adopted by the International Typographical Union, at the request of Columbia Union, does not reiterate the statement made by the president and secretary of the local union in their letter of April 9, 1925, to the President that "Not one of our members has been dismissed during the incumbency of Mr. Carter for any of the causes enumerated in his Atlantic City speech."

I have never claimed that all of the 274 (corrected total) employees who had been dismissed or suspended up to May 23, 1924, were printers or members of Columbia Typographical Union, but, inasmuch as the officers of the local union have asserted that no printers were among the offenders, I submit herewith the record to date.

From April 5, 1921, to October 31, 1925, it was necessary to dismiss or suspend 112 printers for various causes, including drunkenness, bootlegging, misappropriation and destruction of public property, abusive and obscene language, altercations with fellow employees, insubordination, loafing, inefficiency, and failure to report for duty.

I do not know how many of these men are members of Columbia Typographical Union, but inasmuch as 99 per cent of the printers employed in this office are said to hold union cards, it seems fair to assume that nearly all of the 112 who were discharged or suspended for misconduct were members of the local union.

In boasting of the exemplary conduct of his fellow members, the president of the local union, Eugene F. Smith, overlooked his own record for intoxication while an employee of this office and made no answer to my exposure of his drunken misconduct in this office as recent as November, 1924, when he had to be hauled away in a patrol wagon to sober up overnight in the police station.

No one has scandalized Columbia Typographical Union as much as has its present president. It is not surprising, therefore, that Smith's fellow members in this office repudiated him by more than a two to one vote last spring after he had made his malicious charges against my administration of the Government Printing Office.

Finally, as to the charge of scandalizing employees of the Government Printing Office in my Atlantic City speech last year, I believe that the public statement at that time of the wretched conditions which had previously existed in the Government Printing Office was entirely justified and served a good purpose in refuting the false reports that had been widely circulated about the present administration of this office.

The Third District Typothetæ Federation, consisting of the foremost employing printers in the States of New Jersey and Pennsylvania, before whom I spoke at Atlantic City, unanimously adopted the following resolution in support of my work as Public Printer after hearing the facts which I had submitted to them without fear or favor:

*Resolved*, That this convention express its warm admiration for the work of Public Printer George H. Carter in the reforms he has effected in the Government Printing Office and pledge to him our loyal support in his struggle with the sinister powers that have sought to hamper his efforts and secure his removal, and call upon all printers in this district to be prepared to back him up and support him at all times in every way at their command.

#### CHARGE No. 4:

\* \* \* that he has without any justification whatever, vilified Columbia Typographical Union, No. 101, of Washington, D. C., and has refused to treat with its officers or committees in any manner, and has shown his antagonism at all times to the said typographical union.

#### ANSWER TO CHARGE No. 4:

I have not vilified Columbia Typographical Union at any time or in any way. I hold that organization in high esteem. It is composed of many honorable men well known for their honesty, integrity, and excellent character. Approximately 900, or about half of the members of Columbia Typographical Union, are employed in this office, and a great number of them have been appointed during my administration.

Every printer selected by me for my official staff is a member in good standing of Columbia Typographical Union. Certainly this action on my part does not show "antagonism at all times" to the local union.

It is also grossly untrue that I have refused to treat with officers or committees of Columbia Typographical Union "in any manner" or that I have shown "antagonism at all times" to the union. The printers' wage negotiation last year was conducted by me with a committee composed entirely of members of Columbia Typographical Union.

By my invitation, President Howard, of the International Typographical Union, participated in the wage conference with me, and I also discussed the matter with Secretary Morrison, of the American Federation of Labor, who represents the International Typographical Union in that organization.

On numerous occasions I have conferred with committees representing the union printer chapels in this office, and I feel justified in asserting that these meetings have been harmonious and mutually advantageous.

The late President McParland and other officers of the International Typographical Union have also had numerous agreeable conferences with me since I became Public Printer.

So it can not truthfully be said, because I have ignored certain objectionable misrepresentatives of the local union, that I have refused to treat with the officers and committees of the typographical union "in any manner."

Smith, the president, and Seibold, the secretary, of the local union, have so maliciously vilified me personally and have circulated such



contemptible falsehoods about my administration of this office that I do not believe that even the position of Public Printer requires me to stultify my self-respect in treating with them. I could not place faith or reliance in anything that they might say to me, and, consequently, a conference with them would be a waste of time and of no benefit to the employees of this office.

Whenever Columbia Typographical Union sees fit to choose a president and a secretary who are worthy of respect, I shall be glad to confer with them as I have done with the representatives of all other local labor organizations interested in the employees of this office.

The former friendly relations which I was pleased to maintain with Columbia Typographical Union and its officers are confirmed by the fact that M. A. Bodenhamer, who was president of the local union at the time, voluntarily and effusively indorsed my appointment as Public Printer in a letter over his official signature, which he requested me to impart to President Harding. At that time President Bodenhamer declared that my selection as Public Printer would be "an ideal one" and that in his judgment I would give the office a thorough business administration, "carrying with me no grievances to settle" and "no rewards to pay."

Secretary Seibold, of the local union, also wrote me shortly before my appointment as Public Printer that he was confident I would carry to the position "the same high degree of efficiency that has marked your [my] conduct in all matters coming under my [his] observation."

While I was clerk of the Joint Committee on Printing, Columbia Typographical Union adopted a resolution expressing its appreciation of the interest I had taken in the welfare of its members. The following letter conveying the thanks and "all good wishes" of Columbia Typographical Union was sent to me on August 17, 1919, over the signatures and seal of President Bodenhamer and Secretary Seibold, of Columbia Typographical Union:

COLUMBIA TYPOGRAPHICAL UNION,  
Washington, D. C., August 17, 1919.

GEORGE H. CARTER, Esq.,

*Clerk Joint Committee on Printing,  
United States Senate, Washington, D. C.*

DEAR MR. CARTER: Columbia Typographical Union, No. 101, of this city, in regular meeting assembled this day, on behalf of the 1,300 members of the organization employed in the Government Printing Office, unanimously tendered you a vote of thanks for the interest you have taken in their welfare and for the really invaluable assistance you rendered in the efforts to have enacted into law H. R. 5418, the bill increasing the pay of printers, pressmen, and bookbinders employed in the Government Printing Office.

In addition to the above formal action of the union, the undersigned desire to take advantage of this opportunity to thank you for all the courtesies extended to us in the past and to assure you that we realize to the fullest all that you have done for our members and for which it would be impossible ever to repay you. Payment being out of the question, we say, sincerely and truly, "Thank you."

With all good wishes for you and yours,

Cordially and sincerely,

M. A. BODENHAMER, *President.*

GEO. G. SEIBOLD, *Secretary.*

[SEAL.]

In view of this indisputable evidence of good will for many years, can it truthfully be said that I have shown "antagonism at all times" to Columbia Typographical Union?

## CHARGE No. 5:

\* \* \* that such antagonism makes him a menace not only to the typographical union but to all unionism.

## ANSWER TO CHARGE No. 5:

This charge is an arrogant assumption by the typographical union that its own edicts shall determine for all other trade-unions the relations of the Government Printing Office with organized labor. The typographical union has taken upon itself to brand me as a "menace to all unionism" because, forsooth, I have refused to truckle to the scheming clique in control of the local organization of typesetters.

I challenge the right of the typographical union to speak for the numerous other labor organizations represented in this office, and call to witness in my behalf the letters of such great organizations as the International Printing Pressmen and Assistants' Union, the International Brotherhood of Bookbinders, the International Stereotypers and Electrotypers' Union, and the International Photo-Engravers' Union, which together have as many members employed in the Government Printing Office as has the typographical union.

Maj. George L. Berry, president of the International Printing Pressmen and Assistants' Union, and past senior vice commander of the American Legion, thus expressed his approval of my conduct as Public Printer in a letter to the President of the United States under date of January 26, 1925:

It is with genuine pleasure that I observe that Mr. George H. Carter, Public Printer, is being continued in that office by you. I feel, from a very intimate knowledge of his conduct, that the great confidence you have bestowed in him is well placed.

It was my pleasure to join with his many friends in recommending him to the last President, Warren G. Harding, and those who participated in the recommendation have watched with the keenest interest his work, and I think it not too much to say that he has made one of the greatest—if not the greatest—Public Printers that the Federal Government has ever had. The moral conduct, the efficiency, and the economy exercised by Public Printer Carter have no equal in all of the administrations of Public Printers in the past; and I am likewise confident that there has never been such a genuine affection upon the part of the employees of the Government Printing Office toward a Public Printer as now exists. I am hoping for him a continued successful administration in order that it might reflect additional credit upon your administration. I am, therefore, Mr. President, appreciative of the confidence that you have bestowed in continuing Public Printer Carter in the work in which he has given such splendid service.

Again on October 24, 1925, President Berry, of the International Printing Pressmen and Assistants' Union, wrote the President of the United States as follows:

You have had brought to your attention the subject of certain criticisms of Public Printer George H. Carter. Mr. Carter is a member of the International Printing Pressmen and Assistants' Union of North America and as such is fully qualified under the law to hold the position of Public Printer. This is not controversial because the Department of Justice some time ago determined this fact.

There has been much publicity given by certain elements among ex-service men and organized labor condemning the course pursued by Public Printer Carter. To these criticisms the membership of the International Printing Pressmen and Assistants' Union of North America dissent. At the convention of the American Legion at Omaha it was thought that a resolution would be offered condemning Public Printer Carter. This was not done.



At the convention of the American Federation of Labor held in Atlantic City October 5th to the 16th, a resolution was introduced denouncing Public Printer Carter. This resolution was not concurred in by the convention, but a substitute offered by the committee on resolutions asking the executive council of the American Federation of Labor to investigate the claims made. To this the delegates, including the undersigned of the International Printing Pressmen and Assistants' Union of North America, agreed.

As a supporter of the administration of Public Printer Carter we have no objection to anybody investigating his conduct of office and no one, I am sure, will welcome an investigation quicker than the Public Printer himself.

In a previous communication to you I undertook to say that the Government has never had a Public Printer who has given the efficient, human, and practical consideration to the duties of that office as has Public Printer George H. Carter. It would seem that the basis of criticism chiefly is due to the fact that he had the courage as well as the vision not only to adjust himself to the program of same economy, as advocated by you, but likewise to cleanse the Government Printing Office of those who had ceased to be desirable from both an efficient and a moral standpoint.

Mr. James J. Freel, late president of the International Stereotypers and Electrotypers' Union, sent the following communication to the President of the United States under date of February 1, 1924:

As the executive head of this union, also on behalf of the over 100 members of this union employed in the plate-making division of the Government Printing Office, I desire to emphatically state, if any such statement (that employees of the Government Printing Office were not being properly treated by the Public Printer and as a result were very much dissatisfied and antagonistic to Mr. Carter and to his administration of the office) has been made concerning Public Printer Carter and his administration of the Government Printing Office, as far as this union and its members is concerned, it is absolutely untrue and without any foundation.

Mr. Matthew Woll, president of the International Photo-Engravers' Union of North America and a vice president of the American Federation of Labor, in a letter to the officers and members of the local unions throughout the United States, wrote in part as follows, under date of January 19, 1923:

I am pleased to inform you that \* \* \* a mutually satisfactory understanding has been reached with the Public Printer, Mr. George H. Carter; I am also happy to advise you that our former difficulties were occasioned by an unconscious misunderstanding of our respective purposes and aims rather than by a premeditated intent and desire to enforce arbitrary conditions of employment and rewards of labor.

We are further assured that the cooperation of the officers of our local and international union will be welcomed at all times and to the end, that this department of the Government may be fairly and efficiently administered.

In view of the foregoing, we should be as ready and willing to respond in this instance as in all other instances where the services of our members are wanted or required by employers who accord us fair consideration and cooperative treatment.

A committee representing Local Union No. 4, of the International Brotherhood of Bookbinders, submitted the following statement to the President of the United States on January 31, 1924:

We wish it distinctly understood that, so far as our union is concerned, there is no question as to his qualifications under the law as it relates to book-binding; further, there is no opposition to him on the part of our union, either from a personal, legal, or executive standpoint, and statements to the contrary are misrepresentations and unwarranted by facts.

We consider him a man actuated by high ideals, of a fair and unbiased attitude toward the employees of the office, having demonstrated his interest in their welfare by voluntarily advancing the pay of 1,399 employees whose

rate of pay is not fixed by law, also by creating better working conditions and bringing about a state of morale that is helpful to both employer and employee.

Mr. George D. Riggs, of Des Moines, one of the foremost Iowa members of the International Typographical Union and a former president of the union at Council Bluffs, my home town, where I was associated with him in newspaper work for several years, recently addressed the following communication to the Typographical Journal, the editor of which refused its publication:

TO THE EDITOR OF THE TYPOGRAPHICAL JOURNAL:

Within the past two or three years there has appeared in the columns of the Journal, Washington correspondence, numerous vicious attacks on Public Printer George H. Carter, written, presumably, with the knowledge and consent of the officers of Columbia Typographical Union. Whatever inspired these attacks, Mr. Editor, is immaterial at this time. The President of the United States has only recently fully sustained Mr. Carter, and the incident, therefore, is closed.

The Kalamazoo convention of the International Typographical Union, at the dictation and by direction of the Washington delegation, spent several hours in vilifying Public Printer Carter, making the main claim that he was not a practical printer, and even going so far as to demand of the President of the United States his summary dismissal from the Government Printing Office. Following out the dictates of the Kalamazoo convention, President James M. Lynch has brought this matter to the attention of the American Federation of Labor convention, and that convention has also followed the wishes of the Washington delegates to the Kalamazoo convention in demanding Mr. Carter's dismissal.

Also a writer recently in the labor press has taken up the subject and has given to the labor world some weird and fantastic tales to the effect that the Columbia Typographical Union has been insulted and totally ignored by the present Public Printer. This writer also gives out the veiled hint that Senator Pepper, of Pennsylvania, would in effect stand the congressional Committee on Printing on its head and kick Mr. Carter out as soon as the Senator became a member. What license this writer had to promise something that Senator Pepper might do if he were elected a member of this committee of Congress I do not know. It seems to me, though, that the Columbia Union has gone a long way when it has given out to the labor world through this source that Senator Pepper, of Pennsylvania, was likely to take such action.

In passing let me say that Public Printer Carter, whom I have known for 25 years, began to learn the printers' trade the same way that did you and I, Mr. Editor. He learned to set type in a country newspaper office. He also learned to bind books, run a press, make rollers, write editorials, and perhaps milk the editor's cow. Later on Mr. Carter took up the writing end of the newspaper business in this same office, but when he moved to a city and became a city editor (by reason of his natural newspaper ability) he then became a member, at the first opportunity, of the Newswriters' Union, which was at that time a branch of the International Typographical Union. This branch was later set adrift and its members left hanging high and dry without, so far as I know, anyone even extending the courtesy of an honorary membership, which action might have been taken at that time for the general good of the cause and for reasons of policy if for no other.

There are quite a number of members of the International Typographical Union who are not practical printers, at that. Whether Mr. Carter could even make a living as a practical printer or not is of no particular concern. The howl that he is incompetent and not capable of running the Government Printing Office is all "bunk."

I doubt very much if the attitude of Columbia Union is indorsed by a majority of the members of the Typographical Union employed in the Government Printing Office. In fact, I happen to know that quite a number of them do not approve at all and express the belief that the whole fight on Mr. Carter is political—meaning, of course, International Typographical Union politics.

The International Typographical Union is a wonderful organization and I am proud to be a member. I have been a contributing member of this organization for more than 30 years: therefore I have a right to say over my signa-



ture what I believe to be the truth in reference to this or any other matter affecting the welfare and the policy of this organization. I, however, do not believe that the International Typographical Union is bigger than the United States Government, nor do I believe that the attacks made upon a public official, who is a part of the present administration and who has been sustained fully and completely by that administration, are a matter of good policy on the part of the International Typographical Union.

I am told by a member of the Typographical Union, who is employed in the Government Printing Office, that the attacks on Mr. Carter are the direct result of his activities in cleaning out of the Government Printing Office a bunch of hard-boiled race-horse gamblers (I am using his language), who were actually engaged in the business of running a betting book in the office during working hours, day and night. I congratulate the Public Printer on his activities in this matter, and his position will, I am sure, be sustained by all right-thinking people.

Mr. Carter's conduct of the Public Printing Office has met with the approval of the President of the United States, and there seems to be no doubt but that the congressional Committee on Printing will fully sustain the President.

Columbia Typographical Union certainly understands by this time that the United States Government Printing Office can never be run as a "closed" shop. If its membership does not understand and accept this condition, then it is about time it did so. Other printing trade-unions fully indorse and fit themselves to this condition.

GEORGE D. RIGGS.

Why is it that the typographical union alone has singled me out as a menace to unionism, notwithstanding the fact that I am a member of the International Printing Pressmen and Assistants' Union and paid dues to the International Typographical Union for a number of years as a member of the Newswriters' Union?

Can it be possible that the International Typographical Union is so bigoted and selfish that it has called upon all labor organizations to denounce me merely because I do not happen to hold an active card in the exalted order of typesetters?

Does the typographical union demand that a member of one printing trade shall be preferred by the Government over a member of any other printing trade, and that no one but a typesetter shall have any privilege in this office?

The typographical union has constantly assumed the right to speak for all of the 4,000 employees in the Government Printing Office, including the typesetters, pressmen, bookbinders, stereotypers, electrotypers, photo-engravers, machinists, electricians, carpenters, pipe fitters, blacksmiths, and all other occupations essential to a great industrial plant. As a matter of fact, less than one-fourth of the entire 4,000 employees are so-called "printers."

The clique which dominates the local typographical union was so accustomed for years past to browbeat and belittle all other trades employed in the Government Printing Office that they had come to believe that the entire office was subject to their beck and call.

Under former administrations of this office typesetters were accorded an almost exclusive right to all appointments to preferred positions, regardless of whether the duties to be performed required technical training in the art of setting type. The typographical union demanded for its own members all the swivel-chair jobs in the office; and no matter how well qualified a pressman, a bookbinder, or a stereotyper may have been, he was not permitted to step beyond his particular trade. Electrotypers and stereotypers were relegated

to a subordinate place under the printing division, which also dominated all the other printing trades in the office.

When I proposed to treat all the printing trades with equal consideration and recognized the pressmen, the bookbinders, the stereotypers, the electrotypes, and the photo-engravers as entitled to the same privileges as the typesetters, the local typographical union began to denounce me as a menace to unionism. However, the office has continued to function with greater efficiency than it ever attained under the régime of the typesetters and is happily at peace with all other labor organizations.

Notwithstanding the charge of being a menace to unionism, I have no ill will toward any labor organization. During my administration as Public Printer I have maintained friendly and cordial relations with the representatives, both local and international, of all the unions having members in this office, excepting only the local typographical union, which is under the control of nonemployees who seek to rule the Government Printing Office for their own selfish interests.

President Lynch of the International Typographical Union is the only head of an international organization of the printing trades who has not visited this office or asked to confer with me during my administration as Public Printer. Although this office employs 900 members of Mr. Lynch's organization, more union printers than are to be found in any other shop in the United States, he has not, so far as I know, manifested any personal interest in their welfare. Whatever information Mr. Lynch may have received concerning conditions in this office, has come from hearsay and not from any personal and first-hand investigation of his own since he became president of the International Typographical Union more than a year ago.

In marked contrast with Mr. Lynch's attitude, his immediate predecessors, President McParland and President Howard, conferred with me a number of times during their administrations and never found occasion to denounce me as a menace to unionism.

The charge, which Mr. Lynch appears to have sponsored, comes wholly from the clique which, for the time being, dominates the typographical union and which in itself is the only real menace to unionism in the printing industry.

I have always had a high regard for the great accomplishments of organized labor, with which I have been closely associated for many years. In my Atlantic City speech, which seems to have nettled the typographical union, I had this to say in behalf of unionism:

My insistence that the Government Printing Office should function as an establishment of the United States Government and not at the behest of any personal clique or private organization has been heralded to the public as an attack on labor unions. I have no fight to make on organized labor. I am proud of my membership in the Printing Pressmen's Union and of my card from the Newswriters' Union, which was part of the International Typographical Union at the time I paid dues to that organization. I sincerely believe that labor organizations have been of great service in bettering the conditions of workmen everywhere. But I believe even more firmly that the Government of the United States and its establishments must function for the general benefit of all the people and not for the sole convenience of any particular class.



So it was that I insisted upon fair play and equal consideration for every employee of the Government Printing Office regardless of his race, color, creed, or fraternal relations. Every employee is appointed through civil-service examination, and no consideration can be given to whether he does or does not belong to a labor organization any more than he may be discriminated against on account of religious or political affiliations.

In my letter to the President of the United States under date of April 2, 1925, I discussed the relations of this office with organized labor as follows:

Cordial and friendly relations have also been maintained by me with the representatives of all labor organizations, excepting only the clique that temporarily controls the local typographical union. My appointment was heartily indorsed by several typographical unions in my home State, Iowa, and by a former president of the Iowa State Federation of Labor. The then president of Columbia Typographical Union wrote a letter proposing my appointment and approving my qualifications for the position of Public Printer. The present secretary of the local typographical union, George G. Seibold, wrote expressing his confidence that I would give to the position "the same high degree of efficiency that has marked your [my] conduct in all matters coming under my [his] observation."

Secretary Frank Morrison, of the American Federation of Labor, and President Berry, of the International Printing Pressmen and Assistants' Union, gave me letters of introduction and commendation to the leading representatives of labor organizations in Europe when I went abroad in 1923 to investigate European printing conditions. The president of the American Federation of Labor, Mr. Green, wrote me on January 9 expressing great appreciation for the respect and affection which this office manifested for the late Samuel Gompers in suspending work during his funeral services. Numerous labor publications, including the American Labor World, the American Pressman, the International Bookbinder, the International Stereotypers and Electrotypers Journal, and the Monthly Labor Review, have printed articles commending the improved working conditions in the Government Printing Office under my administration.

I have none but the highest regard for the great labor organizations and their splendid accomplishments for the workingmen of this country. My personal interest in these organizations is attested by my membership in the International Printing Pressmen's Union and by my card as a member of the Newswriters' Union when it was a part of the International Typographical Union. Therefore it is not true that this office is unfriendly or hostile to organized labor. As a public official I have only insisted that a Government establishment must, under the law, be conducted in the interests of all the people, and not at the behest of any particular organization, whether it be secular, religious, or political. A fundamental principle of the American Government, as I understand it, is equal rights for all and special privileges for none.

In view of this record and my repeated expressions of sincere esteem for organized labor, I feel entirely justified in asserting that my record as Public Printer has not been a menace "to all unionism," or to any honorable member of the typographical union.

#### CHARGE No. 6:

\* \* \* that he placarded the post offices, customhouses, and other public places throughout the United States with posters advertising for printers to work at the Government Printing Office, holding out in said posters false promises of permanent and lucrative employment to all who would accept same, well knowing all the time that the promises were false and that a large reduction of force was in sight even while the advertising campaign was in progress.

#### ANSWER TO CHARGE No. 6:

This charge was reviewed by the Department of Justice at the time, and my action sustained by the Attorney General in his opinion of

April 17, 1925. It would seem unnecessary, therefore, to reply further to this baseless charge, but I have no objection to restating the facts for the record in the present complaint.

In objecting to the necessary reduction of the force on March 7 the president of the local printers' union, Eugene F. Smith, also complained because I had succeeded in obtaining enough printers to carry on essential work for the Government departments and Congress. The campaign for additional printers last October was not started until the secret boycott which Smith and his supporters had declared against the Government Printing Office was threatening to hamper seriously the work of the Government and effecting the same result as if a strike had been called against the Government of the United States.

Although it was generally known that the office had more work on hand than ever before in its history and that the civil-service list for printers had been exhausted for more than two years, Smith openly boasted that the Public Printer could not get the much-needed help until he (Smith) gave consent. Printers were advised not to come to Washington, some of those who did respond were persuaded not to apply to the Government Printing Office, a number of our best operators were induced to accept jobs elsewhere, and other employees were urged to slow up production.

In the hope of destroying the morale of the office and delaying congressional work, Smith and his associates secretly endeavored to prevent a wage settlement then pending between the committee of printer employees and the Public Printer. As a matter of fact, the wage negotiation came to an apparent standstill in August, 1924. The Public Printer was then confronted with the very serious situation of having on hand a vast amount of unset copy (more than 90,000 folios and 96,800 cards), an exhausted civil-service list, and little prospect of obtaining more printers. In addition, we were approaching the season of annual reports and a session of Congress which would make additional heavy demands for printing and binding of the greatest urgency.

Therefore, it was imperative that every effort be made forthwith to increase the force of printers. Although the Civil Service Commission had granted the authority to make temporary appointments without prior civil-service examination, even this emergency procedure failed to relieve the grave situation which was then confronting this office.

It was decided that more strenuous efforts should be made to protect the interests of all branches of the Government vitally concerned in the prompt completion of their orders for printing. A poster advertisement for printers was prepared and displayed throughout the country, much to the chagrin of Smith, who thought he had successfully blocked all means for carrying on the work of this office. The poster speedily brought printers and the Government Printing Office continued to function. The mountain of copy was leveled, the flood of work for Congress subsided, and the Government Printing Office faced a calm sea with the most efficient crew that had ever manned the sturdy old ship since it set sail sixty-odd years ago.

The poster which ended Smith's boycott was written in this office and was entitled "Uncle Sam has a job for you." Proofs were sub-



mitted by the chief clerk to Herbert E. Morgan, in charge of publicity, and H. E. Filer, of the examining division of the Civil Service Commission. The understanding was, of course, that these representatives of the commission had authority to and did approve of the poster, which was printed in accordance with several minor changes that they had suggested.

Regarding the distribution of the poster, the secretary of the Civil Service Commission wrote the chief clerk of this office as follows, under date of October 4, 1924:

Mr. HENRY H. WRIGHT,  
Chief Clerk, Government Printing Office,  
Washington, D. C.

SIR: Referring to your recent call at the commission's office regarding the matter of a poster for advertising the need for printers, etc., it is requested that the posters intended for distribution by the commission to public libraries, Y. M. C. A.'s, printers' unions, etc., be folded to fit the envelope inclosed herewith.

By direction of the commission.

Very respectfully,

JOHN T. DOYLE, *Secretary.*

The Civil Service Commission mailed out approximately 5,000 copies of the advertisement for printers to libraries, schools, and typographical unions throughout the country with the request to display in a conspicuous place. Approximately 15,000 posters were sent by this office, with permission of the First Assistant Postmaster General, to post offices in all parts of the United States. The widespread distribution was completed in October, 1924, and, as far as I know, no additional posters have been sent out since that time.

After the distribution of the poster was completed, the Public Printer wrote to the Civil Service Commission expressing appreciation of its hearty cooperation in the campaign for additional printers. Under date of November 25, 1924, the secretary of the commission replied as follows:

The PUBLIC PRINTER,  
Government Printing Office, Washington, D. C.

SIR: The commission is in receipt of your letter of November 20, in which you express your appreciation of the commission's assistance in distributing the poster calling attention to the need for printers, etc., in the Government Printing Office. The commission is glad to know that its efforts helped to bring results. The commission is, of course, always ready to use every available facility for giving publicity to the personnel needs of the several branches of the Government service.

By direction of the commission.

Very respectfully,

JOHN T. DOYLE, *Secretary.*

Notwithstanding this cooperation on the part of the Civil Service Commission, Smith boldly asserted that the poster was written and mailed by the Public Printer "without official sanction of the Civil Service Commission, according to a statement made by Commissioners Wales and Deming."

In view of the foregoing letters from Secretary Doyle, written "by direction of the commission," it is inconceivable that Commissioners Wales and Deming have made the statement attributed to them by the officers of the local typographical union.

But whether they did or not, the record shows that the poster was issued with the knowledge and consent of duly authorized representatives of the Civil Service Commission, and that the commission distributed several thousand copies of the poster from its own office.

It is further charged that the poster held out "false promises of permanent and lucrative employment to all who would accept same." No such promise appears in the poster. It clearly states that temporary employment was available for "competent" printers "pending qualification for permanent civil-service appointment." Furthermore, the poster definitely stated the qualifications required of all printers employed in the Government Printing Office.

Applicants were requested to write to the Public Printer or the Civil Service Commission, and in response to inquiries this office advised every applicant that all appointments were subject to civil-service examination and probationary service to determine fitness for the work of the Government Printing Office.

It is absurd to say that promise of permanent appointment was held out to "all who would accept same," whether competent or incompetent.

As is well known, the civil-service examination for printers consists merely of statements by the applicant and his references as to his training and ability. No practical test is made in advance of appointment, and this office has to determine the qualifications of every appointee after he has been assigned to work. The result is that frequently new appointees fail to make good during their temporary or probationary employment and can not therefore be given permanent appointments. Such was the case with many of the printers who responded to the call of the poster.

The poster stated a requirement of approximately 4,000 ems per hour for linotype operators and 5,000 ems per hour for monotype keyboard operators. Any experienced operator ought to know in advance whether he can produce the ems required. For the month of February, 1925, the average of our linotype section was 4,524 ems per hour, and for the monotype keyboard section 5,828 ems per hour, including the production of every operator, regular, emergency, and incompetent. Some of our linotype operators easily topped the 5,000 mark and a number of monotype keyboard operators averaged well above 8,000 ems per hour. This does not indicate that impossible requirements were set for the new men, every one of whom, when he applied for work, represented himself to be an experienced and qualified operator. As a matter of fact, many of the alleged linotype operators could not set 3,000 ems per hour. Of course, it was impossible to retain such incompetents, especially after the increased wage scale became effective.

Sixty of the printers appointed or reinstated since October 13, 1924, when applications began, including 52 new men, are now on the rolls as permanent employees. Of the 185 printers appointed since October 13, 1924, a total of 89 were separated from the service prior to the lay-off of March 7. Twenty-five of the latter resigned of their own accord and 64 failed to meet the requirements of which they had been fully advised before entering the service.



Fourteen of the 16 new printer-employees included in the dismissal of March 7 had only emergency appointments and, according to civil-service rules, had to be dropped in the general reduction of the force. The emergency employees were urged repeatedly to qualify for probational appointment by filing papers with the Civil Service Commission, but neglected or failed to get a rating by March 7, and so, by their own fault, were not eligible for retention.

It is not strange that 64 of the new appointees, most of whom came in before their civil-service papers had been filed or rated, were unable to meet the standards set by this office for real efficiency. At the time the advertisement was issued the Government scale for printers and operators was only 90 cents per hour and the poster so stated. Commercial scales in larger cities throughout the country were somewhat higher and consequently the advertisement attracted a number of incompetent printers. Some of the compositors who responded to the call were not as well qualified as our apprentices.

The charge that "a large reduction of the force was in sight even while the advertising campaign was in progress" is likewise untrue. When the call for more printers was issued early in October of last year, the Government Printing Office had on hand a record-breaking amount of copy to be printed. The accumulation of copy was due to the inability of the Civil Service Commission to supply a sufficient number of compositors and typesetting-machine operators, and to the fact that this office was unable to pay adequate wages until an agreement was reached in accordance with the Kiess collective bargaining act. In addition to the vast amount of work on hand and the shortage of help, the office faced a busy session of Congress, which of itself required an increased force for the prompt printing of congressional proceedings.

No large reduction of the force could possibly have been in sight at the time I was making every effort to get additional printers to relieve this situation, and no reduction was then contemplated; nor would much of a reduction have been necessary after the adjournment of Congress last March if the employees had not demanded and obtained a substantial wage increase, which added approximately \$876,000 to the annual cost of printing.

In any event, the force employed during the last session of Congress was absolutely necessary to handle the work required of this office at that time. Whatever reduction may result after the adjournment of Congress, it is imperative that an adequate force shall be maintained to meet every requirement of Congress while it is in session.

This situation is not an unusual one. It has been the almost invariable custom of the Government Printing Office to call in extra help during a session of Congress and to reduce the force after the congressional work has been completed.

The employment of an extra force during the sessions of Congress is recognized by the printing act of 1895, which authorized the payment of leave at the close of each session to employees engaged on Congressional Record work, so that the temporary employees could receive leave pay as soon as their work was completed.

Following the adjournment of Congress in 1920, Public Printer Ford dropped 322 employees from the rolls, and similar discharges

were made by other Public Printers. These discharges were generally accepted as a matter of course, it being understood that the Government Printing Office did not have need for as many employees after adjournment as when Congress was in session.

#### CHARGE No. 7:

\* \* \* that after this advertising campaign, and on March 7, 1925, he summarily discharged without any notice whatever 172 printers, many of them grown old in the service of the Government; that these men were good printers almost without exception; that their only offense apparently was that they were members of the typographical union and would not stultify their principles by acquiescing in the Public Printer's un-American conduct of the Government Printing Office.

#### ANSWER TO CHARGE No. 7:

This charge is likewise untrue in almost every particular. Although individual notice was not given in advance to each of the employees discharged on March 7, general notice was served by my annual report issued in January that if Congress did not appropriate more funds for printing and binding before it adjourned on March 4 there would have to be a substantial decrease in the force of the Government Printing Office.

It is also a matter of common knowledge among employees that a reduction of the force usually follows the adjournment of Congress for a long period, and therefore it was not deemed necessary to issue advance notice of the customary discharges. In the reduction of the force last spring I simply followed the long-established practice of the office, a practice which heretofore had never been complained of by the typographical union.

The same necessity for advance notice of discharge does not exist in the Government Printing Office as in private establishments. Employees of this office are paid on discharge the accumulated leave due them at the time. In nearly every case, except as to temporary employees, the additional pay is equivalent to at least two or three weeks' full wages. Leave pay for nonworking time more than offsets any advantage of prior notice in a private plant, the employees of which are required to work out their full period of pay.

In addition to the leave pay, employees of the Government Printing Office who have grown old in the service are eligible for retirement annuity on discharge, and thus are pensioned for life at Government expense. Employees of private establishments are seldom pensioned by their employers.

The records show that 67 of the employees discharged on March 7 were entitled to annuities for the rest of their lives, and in some instances will receive the maximum of \$720 per annum. A number of printers about whom the typographical union complains have also been pensioned by the union, and their total income in the annuities from the Government and the union will amount to approximately \$1,100 annually.

It is evident, therefore, that the printers who were dropped from the rolls of this office last spring are compensated far better than any advance notice of discharge would benefit them and are enjoying much higher retirement incomes than other members of their union



who after notice have been discharged from private plants with only their union pension for support.

The charge is incorrect in stating that 172 printers were dismissed on March 7. The number of printers dropped on that date was 114. Not many of them had "grown old in the service of the Government," as asserted in the charge. In fact, 26 had served less than one year, and more than half of the entire number were less than 55 years of age. All of the discharged printers over 55 years of age who have had 15 years of service will receive Government annuity payments for the rest of their lives, even if they obtained other employment, which many of them did.

It is also untrue that the men discharged on March 7 "were good printers almost without exception." The printers selected for discharge were the least efficient of the entire force, according to the ratings given them by their foremen, the superintendent of printing, the production manager, and the Deputy Public Printer, all of whom are members in good standing of Columbia Typographical Union.

Unfortunately, a number of the discharged men have been unable to retain employment elsewhere as printers owing to their poor workmanship, which had to be tolerated in this office for the time being due to the lack of more efficient printers.

The charge that the only offense of the discharged printers "apparently was that they were members of the typographical union" is utterly false. Under the law and the rules of the Civil Service Commission, this office can not give consideration to whether or not an employee is a member of a trade union or any other organization, political, religious, or social.

The local typographical union has claimed as members 99 per cent of the printers employed in the Government Printing Office. If that be true, any reduction of the force of printers would necessarily include mostly members of the typographical union.

As before stated, the discharged printers, whether union members or not, were included in the reduction on the recommendations of the printing division supervisors, all of whom are members of Columbia Typographical Union. Of course, it is beyond belief that any union printer would propose the discharge of a fellow workman simply because they both are members of the same typographical union.

If I was disposed to discharge printers because they belonged to the typographical union, I would have to dismiss my entire staff of printing officials and almost every journeyman printer in the office. That I have not done so is sufficient answer to the charge that the only offense of the men dropped on March 7 was that they were members of the typographical union.

#### CHARGE No. 8:

\* \* \* that he has by his vicious and intolerable actions brought about a condition in the Government Printing Office that makes it a detestable place in which to work; that this condition is evidenced by the fact that all who can are finding work elsewhere, even though such action brings about the sacrifice of many years' service records and a possible retirement annuity in later years.

## ANSWER TO CHARGE No. 8:

A sufficient reply to this charge has been given by the 61 printers dropped on March 7, who have since applied for reinstatement, thereby showing that they do not consider the Government Printing Office to be a detestable place in which to work. Nine hundred other printers are continuing to work here apparently well satisfied with existing conditions. A comparatively small number have resigned since March 7, and during the past year only four printers retired voluntarily on reaching the optional retirement age. Twenty-three other printers who were due for retirement applied for extensions of their employment, thus indicating their satisfaction with office conditions.

In answer to a similar charge made last March by the president of the local typographical union, more than 2,500 employees of the Government Printing Office gathered of their own accord in Harding Hall and unanimously adopted the resolutions which were proposed by a fellow employee, Mr. A. D. Calvert, an ex-president of the Philadelphia Typographical Union. The resolutions are quoted on page 68 of this report.

The charge that "all who can are finding work elsewhere, even though such action brings about the sacrifice of many years' service," is absolutely disproved by the record of resignations since March 7. Only one of the comparatively few printers who have voluntarily left the office since that date was employed here more than 10 years, and he resigned to accept a better paying position in another department of the Government.

Not one of those who resigned has sacrificed any retirement annuity, as none had served the required 15 years. Of those who resigned to seek work elsewhere, 18 had been in this office less than one year. Four of the printers who resigned in the last year have been reinstated at their own request.

The facts thus show that employees do not regard the Government Printing Office as a detestable place in which to work; they have not sacrificed years of service and possible retirement by seeking work elsewhere. From the civil-service list of 435 compositors and 111 typesetting-machine operators seeking employment in the Government Printing Office as recent as last August, it is apparent that many other printers likewise do not regard this office as "a detestable place in which to work." This was the largest list of printer applicants that the Civil Service Commission had been able to obtain in many years.

## CHARGE No. 9:

\* \* \* that the foregoing are only a few of the instances which could be cited of the unfitness and incompetency of Public Printer Carter to be head of the Government Printing Office, in which capacity he is virtually the master of the destiny of more than 4,000 American citizens; that that position should only be held by one with ability, experience in the handling of men and business, tolerance of the rights of others, and that the present Public Printer measures up to none of these specifications.

## ANSWER TO CHARGE No. 9:

There would be some assurance of a desire on the part of the local printers clique to tell the truth if the above statement had frankly



admitted that all the foregoing charges "are only a few of the instances which could be cited" of their grossly unfair attacks and their malicious but unsuccessful efforts to ruin the morale of this great establishment of the Government.

It is astonishing that the charge has omitted from "the few instances" cited of my unfitness and incompetency the likewise ludicrous charge printed in the recent issue of the *Typographical Journal* that, under my régime, "business men in all branches in small towns through some sort of a tip are placing orders for letterheads and envelopes with their postmasters, who in turn send them to Carter to be printed." If the secretary of the International Typographical Union had any regard for the truth, he would not have published such a deliberately false statement, for he well knows that the Government Printing Office does not print letterheads and envelopes for sale to business men by postmasters or anyone else.

The "few instances" cited of my alleged unfitness to hold office also fail to include the libelous charge by the president and the secretary of the local typographical union in their letter of April 9 that I had deliberately misappropriated public funds in providing a cafeteria, recreation hall, rest rooms, bowling alleys, and other comforts for the employees of the Government Printing Office. I have heretofore submitted evidence showing the utter falsity of this charge and stated that officers of the local typographical union must either prove the charge, which they asserted *Columbia Typographical Union* was ready to substantiate, or be accountable individually and collectively for the malicious libel. Since that time the officers of the local union have not repeated the charge in public, nor did the International Typographical Union assume to stand sponsor for it.

As to whether I have the ability and experience necessary to conduct the business of the Government Printing Office, I respectfully invite attention to the Annual Reports of the Public Printer for the last five years, and to the following expressions of opinion by some of the foremost men, magazines, and organizations of the American printing industry:

By the United Typothetæ of America, the international association of master printers, at its thirty-ninth annual convention in Chicago October 23, 1925:

Whereas Public Printer George H. Carter during his incumbency has made such an unparalleled record of economical administration in the United States Government Printing Office; and

Whereas through the establishment of a definite and comprehensive program which has proved to be highly beneficial to the printing industry as a whole and particularly to the boys learning their trade: Therefore be it

*Resolved*, That because of this distinguished service to the printing industry and to the Government, the Hon. George H. Carter be, and is hereby, elected to honorary life membership in the United Typothetæ of America.

By The American Printer editorially in its issue of November 5, 1925:

The election of Public Printer George H. Carter to honorary life membership in the United Typothetæ of America is deserved recognition of a courageous, able, result-getting public official. The Government Printing Office at Washington was never conducted more efficiently. President Coolidge and Congress are doubtless convinced of this and will continue Mr. Carter for many years at the post for which he has shown such aptitude and in which he has accomplished so much.

By the Employing Printers Association of America in its bulletin of November 5, 1925:

The respect of printing proprietors and principals generally for George H. Carter, Public Printer of the United States, and their approval of his efficient administration, were strikingly manifested in last month's national convention in Chicago, when upon Mr. Carter was conferred honorary life membership in the United Typothetæ of America.

Certainly no other group of men could possess a more thorough understanding and appreciation of the problems with which Mr. Carter has been confronted in his management of the great Government Printing Office than the members of the United Typothetæ of America.

The action of the typothetæ is therefore highly significant and is also interestingly corroborative of the several previous positive indorsements of Mr. Carter's administration of the Employing Printers Association of America.

By the executive council of the United Typothetæ of America, February 5, 1925:

Whereas the United Typothetæ of America, the international association of master printers, in its efforts toward standardization in the graphic arts industries has been generously assisted by the constructive leadership of the United States Public Printer, Mr. George H. Carter; and

Whereas our association's objectives are to secure the highest ethical ideals, the most scientific methods in management, and the highest attainment in craftsmanship in our industry, and in these objectives Mr. Carter has given us his most enthusiastic support; Therefore be it

*Resolved*, That the executive council of the United Typothetæ of America, in regular session, hereby express our appreciation of the services so generously extended to us by Mr. Carter and our confidence in his competent management of America's greatest printing establishment, and commend him to the administration for his high purposes not only in the business committed to him by the Government, but in the printing industry where his leadership is so highly appreciated.

By the New York Employing Printers' Association, the largest local organization of employing printers in the world, February 25, 1924:

*Resolved*, That the New York Employing Printers' Association, at their February meeting, held February 25, 1924, at the Hotel Astor, New York City, commend the Hon. G. H. Carter, Public Printer, for his highly efficient conduct of the affairs of the Government Printing Office, especially his fine work in apprenticeship training, and the welfare work among all employees, as well as the impartial manner in which he enforces civil-service rules; be it further

*Resolved*, That as an organization and as individuals we give our hearty support in carrying out his program of administration, and that the managing director be instructed to forward to the President of the United States and to Mr. Carter copies of this resolution.

By the Richmond (Va.) Printers' Association, March 11, 1924:

Whereas the Richmond Printers' Association feels that George H. Carter, Public Printer, has done a wonderful work while he has been in charge of the Government Printing Office, and that his efforts have already resulted in a better and more efficient service to the public, and that he is the right man in the right place: Therefore be it

*Resolved*, That the Richmond Printers' Association, in regular meeting convened, this the 11th day of March, 1924, do hereby heartily and unanimously indorse the administration of George H. Carter in his position as Public Printer of the United States of America.

By the Interstate Typothetæ of Western Pennsylvania and New York, March, 1924:

Whereas Public Printer George H. Carter has signally demonstrated his ability as an executive in his conduct of the Government Printing Office; and



Whereas his efforts have resulted in largely increasing the efficiency of the force so that this plant is operated with a maximum of efficiency and a minimum of waste; and

Whereas his work has brought about the actual saving of taxpayers' money as well as an increase in the contentment of the majority of the employees under his direction: Therefore be it

*Resolved by Interstate Typothetæ (composed of the leading master printers of Jamestown, N. Y.; Dunkirk, N. Y.; Franklin, Pa.; and Erie, Pa.),* That we deplore the unjust attacks upon Public Printer Carter, that we commend his administration of the Government Printing Office, and that we are heartily in accord with his policy of operating this plant without favoritism or malice, solely in the public interest.

By the Typothetæ Federation of the Fourth District, consisting of the employing printers in the States of Delaware, Maryland, Virginia, and North Carolina, and the District of Columbia, February 16, 1924:

*Be it resolved,* That the Fourth District Typothetæ Federation commend in the highest terms the progressive and efficient manner in which Hon. George H. Carter, Public Printer, is conducting the affairs of the Government Printing Office, commending especially his work in apprenticeship training, general welfare work for all employees, and the impartial manner in which he is enforcing the civil-service rules; be it further

*Resolved,* That we pledge, as an organization and individually, our support to him in the carrying out of his program of administration.

George H. Ellis, of Boston, former president of the United Typothetæ of America, February 17, 1925:

I have been more or less familiar with the work of the Public Printer for more than 50 years, and I have no hesitation in saying that Mr. Carter is far and away the superior of any who have preceded him. This opinion is, I know, shared fully by the United Typothetæ of America, the national organization of employing printers, the members of which do probably 80 per cent of the printing in the commercial field in this country.

By Mr. J. Horace McFarland, president of the Mount Pleasant Press, of Harrisburg, Pa., and chairman of the committee on legislation of the United Typothetæ of America, February 19, 1925:

With a lifetime of acquaintance with the Government printing relations, and with broad printing relations throughout America, I am continually astonished at the grasp, executive ability, and accomplishments of the present Public Printer.

By Mr. Oscar T. Wright, president of the National Capital Press and former president of the Typothetæ of Washington, D. C., April 16, 1924:

The writer is not of the same political faith as Public Printer Carter, but he takes this opportunity of going on record to the extent of asserting that under no previous administration have the affairs of the Government Printing Office been so efficiently, sensibly, and economically handled as they have been during the term of office of Public Printer Carter.

By Mr. Thomas E. Donnelley, president of R. R. Donnelley & Sons Co., printers of Chicago, February 20, 1925:

As a printer I have been more or less familiar with the Public Printing Office for the last 25 years. Most of the time it has been a nest of incompetency, politics, and inefficiency. President Roosevelt attempted to correct it, but made an honest but unfortunate choice.

Mr. Carter is the first man who has ever held that office who had a vision of its requirements, executive ability, and a real desire to do a great public service. The entire department has been reorganized, its efficiency has been greatly increased, he has established against great opposition a comprehensive apprenticeship system, and I believe that his retirement would be a serious mistake.

By Mr. J. Linton Engle, of Philadelphia, former president of the United Typothetæ of America, February 8, 1924:

I have observed Mr. Carter's work, and I am acquainted with the splendid administration which he has brought to the department of printing. Mr. Carter deserves the encouragement of all who desire the best possible business administration in our governmental departments.

I feel confident that your more intimate acquaintance with Mr. Carter's efficiency will encourage you to give him that support and protection which is due such a capable official.

By Judge Alfred E. Ommen, of New York, general counsel for the Employing Bookbinders of America, March 14, 1924:

Last year the bookbinders of this country had a convention in the city of Washington, in which many of the bookbinders of New York participated, and through this convention came in frequent contact with Mr. Carter. No bookbinder went away from that convention without a feeling of absolute good will toward Mr. Carter. They were all impressed that Mr. Carter was a competent, clear-headed, tactful man—a gentleman by instinct as well as by habit.

Besides the foregoing statements, editorials commending my work as Public Printer have been published from time to time in all the leading magazines of the printing industry.

On account of similar attacks which officers of the local typographical union had made upon my administration of this office, I invited the Joint Committee on Printing, under date of June 2, 1924, to make a full and complete investigation of the Government Printing Office. In submitting the matter of my own accord to the Joint Committee on Printing before charges had been reviewed by the Department of Justice, I made the following statements:

For such consideration as the Joint Committee on Printing may desire to give the same, there is transmitted herewith a copy of an address which I delivered before the annual convention of the Third District Typothetæ Federation at Atlantic City on May 23, 1924. The address is a résumé of conditions existing in the Government Printing Office at the beginning of my administration as Public Printer and recites the efforts made to improve the efficiency and morale of this great establishment. I believe that the high standard now attained amply justifies the course pursued and that there is no occasion for apologizing to anyone for cleaning up the rotten mess which I found in the Government Printing Office.

In view of the vilifications, by certain unscrupulous persons, of the present administration of the Government Printing Office, I felt that the public was entitled to know the truth and therefore exposed some of the wrongdoings in this office with which the members of your committee are already familiar. There appear, however, to be certain discontents, especially among men no longer in the service of the Government Printing Office, who would deny or misconstrue the facts as stated in my Atlantic City address. I am prepared and willing, therefore, to submit such evidence in support of my statements as the committee may deem advisable to consider at this or any other time.

If an inquiry is undertaken, I respectfully suggest that it include all matters relating to the conduct of the Government Printing Office, its officers and employees, under the administrations of both Public Printer Ford and myself.

As Public Printer I invite full and complete investigation of the Government Printing Office by your committee and feel assured that such an inquiry will prove that this office, notwithstanding its unsavory past, has now attained a high standard of efficiency and morale and has the respect and confidence of many men foremost in the printing industry throughout America.

The Joint Committee on Printing considered the matter at its meeting on June 4, 1924, at which I was present, and under date of June 7, 1924, the chairman of the committee, Senator Moses, formally advised me that "the committee was of the opinion that official investigation was not necessary."



The situation is well expressed by the following editorial published in the *National Republic* of September, 1925:

The experience of Public Printer Carter proves that the Washington official who makes a real effort to economize is sure to be let in for a lot of trouble. When Mr. Carter took charge of the Printing Office he found the place overrun with bookmakers engaged in making betting pools on the races, and many employees more busily engaged in this form of "speculation" than in working for Uncle Sam. He found strongly entrenched rings which were undertaking to dictate the personnel of the plant. Undertaking to run the office as a representative of the Government he became the target of attack on the part of disloyal elements in his organization. The climax came when he undertook to reduce the force, in line with the administration's economy policy, at the close of the last session of Congress, when organized opposition broke forth. A Washington bureau official soon discovers that the only way to be popular is to permit employees to render as little return for their pay as they like. On the other hand, any effort to get the Government's money's worth is certain to arouse the most furious opposition. It is said that the demand for Public Printer Carter's removal on the ground that he asks too much in behalf of the Government will be made a political issue in the next campaign. Whether the people will be much interested in a complaint that a bureau chief is trying to economize remains to be seen.

In view of the facts submitted with this statement and the opinions expressed by the Attorney General and the Joint Committee on Printing, I respectfully suggest that the charges of the International Typographical Union are unworthy of any further consideration. These charges are merely a reiteration of the baseless complaints that were made last spring by President Smith and Secretary Seibold of Columbia Typographical Union of this city. Although the matter was fully inquired into at that time and my action sustained by Attorney General Sargent, the local clique have continued their malicious persecutions in the vain hope that they could either rule or ruin the Government Printing Office.

The International Typographical Union was deceived into indorsing their false charges without having made any effort to ascertain the truth, but the American Federation of Labor has been fair enough to ask for an investigation before taking action that might concern the various other labor organizations with which this office has maintained most friendly relations. I therefore deemed it to the best interests of the public service that the foregoing statement should be submitted to Congress that it may be fully informed of the trials and tribulations of this office.

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Extracts from the reports of the Deputy Public Printer, the Production Manager, the Chief of Tests, the Superintendent of Documents, the Superintendent of Construction and Maintenance, and the Medical and Sanitary Officer are submitted herewith.

#### REPORT OF THE DEPUTY PUBLIC PRINTER

Noticeable advancement in efficiency and cooperation and resulting economy is shown in every section of the office. This efficiency has been made possible to a considerable extent through the extensive introduction of modern equipment and machinery. It is a pleasure to state that employees as well as officials have given, as a rule, whole-hearted cooperation in the use of such equipment, to the end that the greatest production from such equipment may be made

possible. The fact that quite a number of the employees have suggested added worth-while improvements to machinery and changes in method of handling work proves beyond question that a fine spirit of cooperation prevails throughout the plant.

Referring to cooperation, it has been noted that writers in magazines published in the interest of industrial management are practically unanimous in their conclusions as to the high factor value of cooperation and loyalty in considering the efficiency of an employee. In my opinion this subject is worthy of serious consideration.

The efficiency of an employee, it is submitted, can not and should not be considered only from the standpoint of his individual productive capacity—that may be close to 100 per cent; it surely is of equal importance to consider the cooperation or loyalty of the employee—or, in other words, his attitude and conduct with reference to the rules and regulations necessarily issued and made effective by the head of an office in administering the affairs of a manufacturing plant.

To the degree an official or employee shows limited cooperation or loyalty, to that extent he is lacking in one of the most essential elementary units of efficiency. Cooperation and loyalty are productive of good will and contentment, and an employee in any office who lacks these attributes will more than likely become the medium through which dissension and contempt for necessary regulative measures is disseminated among employees who otherwise would prove desirable workers, and thus the morale and discipline, so necessary in any well-regulated establishment, are eventually destroyed.

#### REDUCTION OF THE FORCE NECESSARY

Subsequent events fully confirmed the wisdom as well as the necessity for reduction of force that occurred March 7, 1925. The normal requirements of the office call for at least 20,000 folios to be constantly on hand in order to meet the demands of the machine sections for continuous operation. On March 9, 1925, in all sections, including the planning division and copy editor's unit, there were only 17,244 folios; on May 9, 14,032; May 16, 8,000; June 8, 9,000; June 16, 11,000; and June 29, 14,000. The increase in folios in June is explained through the unexpected receipt of something like 6,000 folios of a congressional hearing. The decrease in receipts of copy was natural, because the departments found their funds practically exhausted for composition purposes. Fortunately, a great number of employees had leave due during these lean months, or it would have been absolutely necessary to further reduce the force by either furloughs or discharges.

During the past year the work in the stores division has markedly increased. Part of this increase is attributable, of course, to the handling of blank paper for departments. As an example: In mimeograph paper alone requisitions from the cutting and packing section from June 15 to July 23 called for 61,680 reams of cut sizes. The increased demand for post-card stock is indicated by the fact that the stores division for the first half of the present contract handled over 6,000,000 pounds as compared with 7,000,000 pounds during the whole of the preceding 12 months. As a slight indication of the



quantity of paper handled in this division, the Yearbook and Postal Guide volumes required 40,000 reams or thirty-four 40,000-pound carloads.

The installation of a lay-boy in this division, which was purchased during the past year, is giving good service and has eliminated complaints from the pressroom with reference to improper boxing of paper. In addition, it has been the means of reducing the overhead labor charge for this kind of work.

A change made in the classification of waste paper for the coming year will result in a saving to the Government of approximately \$2,000. This change consisted of taking newsprint shavings out of class 6 and placing it in a class by itself.

As stated in last year's report, the lack of storage space seriously handicaps the handling of stores and the product of the office. With the limited space on hand it has been found necessary to repile and remove paper to make room for increasing shipments. The less paper is handled, the better its condition when placed on the press. Then, again, the cost of labor involved in being compelled to rely on this makeshift method of storage adds considerably to the overhead expenses of the office. This could be eliminated by the erection of a new building on the site of the old buildings that were erected in 1856, which are unquestionably a menace to the safety of employees and the surrounding neighborhood.

#### TRAINING OF THE APPRENTICES

On July 27, 1925, there were 145 apprentices receiving instruction in their respective trades as follows:

Printer (including Veterans' Bureau trainees).....	128
Type machinist.....	1
Electrotype molder.....	3
Electrotype finisher.....	3
Stereotyper.....	3
Photo-engraver.....	3
Pressman.....	1
Bookbinder.....	1
Machinist.....	2

The returns now received by the office from the output of the fourth-year class of apprentices thoroughly vindicate the decision of the Public Printer to reestablish the apprenticeship system in the Government Printing Office. Members of this class are fully competent in the setting of type, imposition, make-up, etc., including job display, and are now under instruction in machine composition. The members of this class will finish the four-year course July 5, 1926, and upon receipt of certificates of competence from the Public Printer will be placed upon the rolls of the Government Printing Office as journeymen craftsmen.

The planned course of intensive training compels, on the part of the apprentice, close application every hour of the day while on duty. While strict discipline is maintained, due consideration is given to recreational and physical features. Lectures have been given by master printers in Harding Hall; all members have inspected the paper mill at Georgetown, D. C., where they could witness the actual

manufacturing of paper. A visit was also made to the graphic arts exhibit in the National Museum, the curator delivering a very instructive lecture which was highly appreciated.

A job or display unit has been added to the apprentice section. This was found necessary in order to accommodate the increased number of apprentices promoted to job composition.

#### WORK ACCOMPLISHED BY APPRENTICES

While the apprentice classes, from a financial standpoint, are not self-sustaining, the following record of production and work performed will show that the Government receives, after the first three months, a fair return for money expended:

##### Printing division:

###### Document sections—

Composition.....	ems set.....	26, 202, 800
Author's chargeable alterations.....	hours.....	6, 744
Making-up.....	do.....	2, 247
Imposition.....	do.....	10, 585
Stripping.....	do.....	12, 421
Dropping forms.....	do.....	4, 512
Holding copy.....	do.....	38, 454
Miscellaneous work.....	do.....	84

###### Job section—

Composition, chargeable.....	do.....	19, 414
Authors' chargeable alterations.....	do.....	659
Making-up and imposition.....	do.....	9, 668
Dropping forms.....	do.....	663
Stripping.....	do.....	30
Holding copy.....	do.....	479
Miscellaneous work.....	do.....	722
Distribution.....	do.....	1, 951

##### Platemaking division:

###### Molding and finishing section—

Operating finishing machine.....	do.....	11, 292
Solid-body work.....	do.....	559
Stereotype molding.....	do.....	512
Battery work.....	do.....	2, 641
Backing-up.....	do.....	586
Stereotype casting.....	do.....	309
Straightening.....	do.....	584
Miscellaneous work.....	do.....	2, 242

###### Photo-engraving section—

Stripping and printing.....	do.....	2, 224
Proofing.....	do.....	2, 228
Routing.....	do.....	173
Finishing.....	do.....	75
Miscellaneous work.....	do.....	2, 242

Apprentices in the press and bindery divisions and the machine-shop section have also progressed to a satisfactory productive-hour basis; but on account of the miscellaneous nature of output, a definite account can not be rendered.

Every effort is made to interest the apprentice in his work, and I am pleased to report that with few exceptions the instructors have met with a favorable response. The crying need of to-day, not only in the Government Printing Office but also in the commercial field, is a workman who can take manuscript as delivered to a printing office and edit, set, read, revise, and impose for press. Specialization is all right in its place, but if all workmen became specialists,



and unquestionably that is the trend to-day in the printing trade, the need for the all-round printer becomes all the more accentuated.

The Government Printing Office apprentices are being taught the basic principles of every unit of hand and machine composition, including its allied branches—making-up, imposition, etc. At the end of the course, however, each apprentice who is earnest in his desire to become a master printer will come to the conclusion that there is no end to the road that leads to complete mastery of the “Art preservative of all arts.”

## REPORT OF THE PRODUCTION MANAGER

### PLANNING DIVISION

This division plans the thousands of jobs handled by this office, routes them through the office, and maintains a check system of the progress of the job from section to section.

The requisitions review board is closely related to the planning division in that the employees are constantly on the watch against unauthorized publications and uneconomical methods of printing, so that the product of the office will be printed economically and according to law.

The combined efforts of this division and the requisitions review board resulted in a saving in the Government printing bill during the last fiscal year of \$78,241.18.

One of the outstanding savings effected by this division was in the planning of a reprint of Hinds' Precedents. The last edition consists of eight volumes, totaling about 8,500 pages, and printed on a heavy rag paper. The new addition will make about 10,000 pages, but by using a thin Bible paper this whole edition can be brought into five volumes, effecting a saving in paper and binding of approximately \$26,500.

One of the best results noted by the organization of a requisitions review board is the fact that the various departments are keeping a stricter watch on their requisitions, and are now making an honest effort to eliminate all requests for printing and binding that are not economical or within the law.

The largest addition to the duties of this division during the past year was the supplying of blank paper and envelopes to the Government establishments in this city. These supplies were formerly furnished by the General Supply Committee and the Post Office Department.

During the past fiscal year this office furnished approximately 5,000,000 pounds, or 125 carloads, of paper at a cost of \$410,000, and it is conservatively estimated that a saving of \$40,000, or 10 per cent, was made by this office through our ability to purchase and handle larger quantities of paper and to make more advantageous contracts with the manufacturers of paper and envelopes.

The departments, by purchasing their paper and envelopes through this office, have the assurance that they are getting the quality of paper they are paying for, as all paper is tested by expert paper chemists in the testing section, and the manufacturers are compelled to deliver paper according to specifications adopted by the Government.

Under the old system the departments, in some instances, bought and paid for 100 per cent rag paper, but received paper that contained only 50 per cent rag. Under the present system this can not occur.

#### PRINTING DIVISION

There has been a general reorganization throughout this whole division toward a more efficient handling of the ever-increasing amount of composition received. Some of the changes made are as follows:

*Proof section.*—The tearing out of the large vault in this section has almost doubled the space available for proof readers' desks. New and up-to-date equipment has been installed which is resulting in greater and more economical production.

The rearrangement has permitted the foreman and his assistant to so divide their work and at the same time coordinate it that it is possible to keep a closer and more efficient supervision over the whole section than could be had under the old arrangement.

The additional floor space has permitted the drawing together of the various units of the proof section around the central tube system, so that now there is less footwork necessary, resulting in less noise and confusion and quicker handling of the work.

*Hand section.*—One of the main cooperative features in the office has been developed between the hand section, main pressroom, and bindery. We now have folding machines and sewing machines that will fold and sew 32-page signatures where we formerly folded, gathered, and sewed only in 16-page signatures. This system requires the three branches of the office above-mentioned to keep in very close touch so as to impose, print, fold, gather, and sew the signature in 32-page size. Of course it is apparent that folding, gathering, and sewing in 32-page signatures cuts the bindery work in two, but this has increased the work in the hand section, and requires more careful imposition than for the 16-page signatures. Realizing that the time spent in the more difficult imposition is saved many times over in the reduced handling in the bindery section, the hand section has gladly taken hold of this additional work with remarkable results.

*Patents section.*—The big all-the-year-round job is the Patent Specifications and Official Gazette. These two jobs are spoken of as one, as they are closely related and come under the general head of specification work.

During the past year 149,643 pages of patents and trade-marks were printed, as compared with 120,602 pages during the preceding year, an increase of 29,041 pages. In addition to this the illustrated Official Gazette, averaging about 300 pages per issue, has been printed each week; also the Annual Index of Patents and Trade-Marks granted during 1924, which made 1,731 pages as compared with 1,598 pages for the preceding year.

One of the largest patent issues ever received was printed during the busiest part of the whole year, just prior to the adjournment of Congress. This issue contained over 1,000 patents. In fact, there has been a gradual increase of patents during the whole year. Formerly the normal weekly issue of patents was 750; now the normal issue exceeds 900 patents.



It is necessary to print and deliver the Official Gazette each week and to have all copies in the mails on Tuesday. In spite of the considerable growth of this publication, the office has met the delivery date without fail.

Another notable increase in efficiency in this section is the early date of delivery of the Annual Index of Patents and Trade-Marks. In past years this publication was delivered during the month of October after the close of the calendar year. Now, by installing a new method of keeping the type as a continuously corrected index after each weekly publication, we are able to deliver the annual index the 1st of February after the close of the calendar year; in other words, instead of 10 months we now deliver in 1 month.

*Linotype section.*—There has been a decided increase in production in this section. The average ems set per operator last year was 3,715 ems per hour; the average set this year was 4,171, an increase of 456 ems per hour for the whole section. The principal factor contributing to this increase in per hour production is the new wage scale.

*Type-machine section.*—This section has charge of repairs for all type-setting machinery. In addition to keeping a total of 397 type machines in repair, this section does considerable manufacturing of small parts.

During the past year new work for the monotype section amounting to \$8,000 was done. If these new parts were purchased from the manufacturer they would cost \$11,871.38. New parts for the linotype section costing about \$2,200 would have cost if purchased from the factory \$3,000, showing a net saving to the two sections of \$4,671.38.

*Monotype section.*—This section has put many new schemes into effect during the last year that have resulted in about 10 per cent saving in time and labor. To demonstrate: Copy for 36 specifications for one department was sent to this section. The wording of each separate specification was generally similar for about 95 per cent of all the copy. By working out a combination, these similar parts were all set on one spool and run through the casting machine the required number of times, while the variations were set on another spool and then the whole specification assembled separately. The type for each specification comprised about 3,000 to 3,200 ems and the variations amounted to about 200 or 300 ems, thus saving about 2,800 to 3,000 ems on each specification, or a total of approximately 100,000 ems on all specifications.

The above case is selected to demonstrate the thought and care that is taken throughout the office, as well as in the monotype section, to get as much printing and binding done for the appropriations allowed by Congress as is possible.

The average ems per hour for monotype operators has increased during the past year from 5,048 ems per hour to 5,772 ems, an increase of 724 ems per hour for all operators. This increase summed up in total for the year, based on an average of 70 operators working daily, would amount to 126,902,720 ems gained in production in one year. This amount, based on an average of 5,600 ems per hour, would show a gain of 22,661 operator-hours in a year. At \$1.05 per hour, the rate paid operators for 5,600 ems per hour, this shows a saving of \$23,794 by the increased production.

As stated above in the report on the linotype section, the principal factor contributing to this increase is the new wage scale, in effect now about a year.

Another item effecting a reduction in the cost of production in the monotype section is the reduction in the number of recasts caused by faulty metal. During the first six months of 1924 there were 550 recasts as compared with 234 for the same months of 1925, showing a saving of 42 per cent for the period. This result is attributed to the help and cooperation of the testing section, and as the chemist in charge of this work continues to correct the vast amount of metal that is yet to be remelted and toned up to the new standard the number of recasts will be reduced still further.

During the year two of the latest model material-casting machines have been installed in this section. These machines produce slugs, leads, and rules of all sizes and lengths as needed for all classes of work in this office. The machines save several hundred dollars each year in cost of material and supply the demands of all other composing sections with the exact sizes of slugs, etc., required in the minimum length of time.

*Library printing branch.*—The principal item of production in this branch is that of catalogue cards, of which there were printed during the past year 14,364,500, an increase of 2,000,000 over 1924, and 2,600,000 over 1923.

As indicative of the importance of this Government activity, the Library of Congress received for printed catalogue cards furnished outside libraries during the year 1923, \$105,532.75; during 1924, \$119,149.85; during 1925, \$140,701.89, a total for three years of \$365,384.49.

During the past year a complete survey has been made by a committee of superintendents appointed by the Public Printer to determine a more economical layout and method of performing the work of the Library printing and binding branches.

The result of this survey has been to send all requisitions for jobs to the main office to be passed on by the requisitions review board with the view to standardizing this work with other Government printing.

During the first month of this method 150 jobs were submitted to the board, with the result that approximately 50 per cent were printed according to Government standards and considerable waste in manufacturing methods eliminated.

*Job composing section.*—The most valuable addition to this section during the past year was the installation of two Ludlow Typograph machines with 14 cabinets of up-to-date type matrices. These machines are proving more and more valuable as the office becomes more experienced in their use. They are particularly useful in the production of rule work, posters, and post-office labels. Composition done on these machines saves about 25 per cent; and on some of the jobs not only the 25 per cent is saved on composition, but a number of recasts are made which saves the cost of electrotyping also.

The foreman of this section has been particularly successful in effecting small economies. To illustrate: In locking up forms in the job section a small piece of wood is placed between the quoins and the furniture; this is done to protect and lengthen the life of the



furniture. These pieces of wood or "chips" were manufactured in the carpenter shop at a cost of \$20 a year. Recently the cutting and packing section was cutting a job printed on very hard and heavy cardboard, and the waste, heretofore thrown away, was just the size of our "chips." The cutting and packing section now saves this waste for the use of the job section, and we now have on hand enough chips to last about two years, and the cardboard chips are superior to the wood chips for this class of work.

Taking the printing division (composition and proof reading) as a whole, it is my opinion that efficiency has increased during the past year about 25 per cent. Considering the fact that the whole office has steadily increased in efficiency during the four years of the present administration, this still further increase of 25 per cent over last year is remarkable.

#### PRESSWORK DIVISION

There were two outstanding production records made in this division during the past year.

During the closing hours of the last Congress a law was passed increasing the cost of private mailing cards. The Post Office Department prepared for a heavy increase in the demand for the Government postal card. Representatives of the Post Office Department stated they would require a production schedule of 20,000,000 cards a day instead of 4,300,000 cards, our normal production. This was a tremendous increase to demand at a moment's notice—to produce as much in one day as were produced normally in five days. The Post Office required a daily output of approximately 10,000,000 cut cards and 10,000,000 cards in sheets of 48.

It gives me great satisfaction to report that deliveries were started 15 days after the representatives of the Post Office Department notified the Public Printer of their unusual requirement. Every one of the numerous activities were coordinated, and our first shipment, after 15 days to get stock in and boxes made, etc., was 15,000,000 cards, the next day 18,000,000, the next 21,000,000 cards, and an increase each day until the largest day was 26,000,000, making complete delivery of 182,000,000 cards in nine days after and including the first day's delivery. It will be noted that our average production and delivery was over 20,000,000 cards per day over a nine-day period—this with practically no interference with other work except in the press division.

The highest number of cards previously delivered by this office in any one day during the history of this office was 15,000,000 cards. This past year 26,000,000 cards per day was reached, and if the requirements of the Post Office Department demanded it, I have no doubt we would have reached the enormous figure of 30,000,000 cards in one day.

Owing to this unusual demand, the production of postal cards for the past year exceeded that of the preceding year. The production in 1924 was 1,253,073,180 cards; in 1925 it was 1,595,376,890 cards, an increase of 342,303,710 cards, or approximately 22 per cent.

Another big increase in production made by the press division was in the manufacture of money-order blanks. In round numbers

220,500,600 money-order forms were manufactured and shipped during the past year, an increase of approximately 30,808,600, or 16 per cent, over the previous year's record.

#### BINDERY DIVISION

At the beginning of the present administration a survey of the condition of machinery throughout the whole office disclosed the fact that the bindery division was in worse condition mechanically than any of the other divisions. It was decided that this division should be the first to receive a complete reorganization mechanically, and, under the direction of the Public Printer, a program of purchase and rearrangement of machinery was adopted to extend over three years.

Practically every unit of the bindery, after exhaustive study of methods in commercial binderies throughout the East and Middle West, has been rearranged so as to have a straight track for work in its course through this large division.

It was found that in numerous instances the first operation was performed on one floor, the second two floors above, and the third back on the first floor again. Also, in the machine folding room one spot was found where all trucks loaded with work had to pass over a very narrow place. By rearranging the various classes of folding machines the traffic jams occurring at this one spot were eliminated. The traffic jams of loaded trucks frequently resulted in collisions and printed work was spilled. When this happened, not only the loss of time was felt, but a considerable number of printed copies or sheets were destroyed. Conditions similar to this one were found throughout the whole bindery, but are now corrected.

The program of purchase of new and modern bindery machinery and the discarding of old and obsolete machinery is nearing completion. During the past year three fast, continuous trimming machines have been purchased. These trimmers will deliver three times as much work and allow of a much larger variety of cutting than the old-style trimmers.

Some of the more important purchases of bindery machinery include four new cutting machines; a gang stitching machine; new sewing machines; new continuous-feed cloth case-making machine; new case-forming machines; new stamping presses with ribbon-gold attachment; new head lining, crash, and backing machines; new hydraulic book presses; new automatic feeder for board-cutting machine; new hand board cutters; new ruling machines; new gumming machine that gums and dries in one operation; new speed-type Cleveland folding machines; automatic feeders for six old Cleveland folders that increase production of each machine from 35,000 folded copies per day, hand fed, to 80,000 copies per day; new combination folding machines; new quad folding machines; new gathering machines; new two-up attachments for old gathering machines that gather twice the number of signatures formerly gathered.

In nearly all purchases of new machinery old machines were turned in as part payment for the new ones, thus making a very material reduction in the cost of the new machinery and saving more to the Government than could have been realized by outright sale.



The bindery division, in my opinion, and verified by numerous employing bookbinders of the world visiting the office, is now one of the most up-to-date and efficient all-round binderies in the world.

As the bindery performs the final work in the making of a book or pamphlet, it frequently happens that this division has to do unusual rush work to make up for time taken by other divisions of the office, the mills in furnishing paper, and the slowness of departments in furnishing copy and returning proofs. This is a condition that we are constantly trying to avoid, but there are circumstances in some instances that make it imperative to rush the bindery. The officers and employees accept these trying conditions cheerfully and do all they can to meet whatever requirements are made.

An example of this during the last few months was in our machine sewing room. The Postmaster General requested the Public Printer to reduce the time of delivery of the Annual Postal Guide, so that all guides would be delivered by July 25. Last year the Guide delivery was completed on October 3. As this request was made during the typesetting stage of the book, the greater rush was necessary after the signatures reached the machine sewing room—the smallest end of the funnel, as it were, in the manufacture of a book. The Annual Guide, State List, and Abridged Guide in all made 105,620 sewed books, or 7,642,784 signatures; about 600,000 signatures, or 8,400 books, per 8-hour day. The whole three volumes were sewed in 12½ days—this with very little interruption of other work.

#### PLATE-MAKING DIVISION

This division has also been working on a new-machinery program.

Some of the new machinery installed are as follows: Two hydraulic molding presses; one wax case-shaving machine; one stereotype tail cutter for Record-size plates; one flat stereotype casting box; one beveling and squaring machine; three spring-finger hold-down attachments for shaving machines; two micrometer shavers with hold-down attachments; and one combined saw and trimmer, all for the foundry section of this division; also one etching machine; one precision proof press, and one power-rocking etching tub have been installed in the photo-engraving section.

The photo-engraving section is up to date and the largest in Washington. This section has one big job all the year around, the Official Patent Gazette, which requires, on an average, 1,200 zinc etchings a week. The total square-inch production of the last year was 664,437, consisting of 129,955 half tones, 527,265 line cuts, and 7,217 combinations. During this period the production of half tones increased 32,291 square inches, or 33 per cent, and line cuts 78,507, or 17 per cent.

#### THE NIGHT FORCE

This force, consisting of small sections of the printing, press, bindery, and plate-making divisions, is organized principally for congressional work, such as the Congressional Record, bills, reports, hearings, calendars, etc.

During the last session of Congress 5,567 pages, or a daily average of 71 pages, of the Congressional Record were printed and delivered. The number of pages each day varied from 4 to 191. It will be noted that this publication differs from a daily newspaper in that the office can never foresee just how large a Record is to be printed each night. The force is therefore elastic enough to handle a 191-page Record in the same time as a 4-page Record. When a large Record is running, the whole force can be thrown into the work; when a small Record is running, there are always plenty of hearings, bills, etc., to keep everyone working at top speed.

In printing the Record stereotype plates are used. A force of four stereotypers during the past session turned out Record pages on an average of 36 seconds to a plate, size of plates  $7\frac{1}{4}$  by  $10\frac{1}{4}$  inches.

There are 33,500 copies of the Record printed each night, and all copies have to be in the mail, in the homes of Members of Congress, in their committee rooms, offices, and on their desks by 8 o'clock each morning. Delivery starts at 5 a. m., no matter how late Congress is in session the day before.

In addition to the Record, the night force during the last session of Congress handled 3,946 regular bills, in addition to the committee bills and the reported, referred, engrossed, and enrolled prints. There were printed 481 Senate reports, 620 House reports, 75 Senate documents, and 230 House documents, aggregating approximately 12,000 type pages, all in addition to the vast quantity of hearings.

Never in the history of the night force of the office was there so little chargeable overtime work performed. There was a great deal of overtime performed by the various supervisors, but this is not chargeable. This latter statement discloses, however, the zeal of the supervisors to perform their duties efficiently without thought of compensation, as they are all on an annual salary basis.

I wish here to reprint a statement made to me by the night assistant production manager in his annual report:

In conclusion, permit me to make the following observations: It is only natural for one who has had nearly 30 years' service in the Government Printing Office to draw comparisons between past and present conditions, and the deduction made from them is that at the present time, as the result of more efficient and businesslike management, there is less waste of time and material, more accurate knowledge of the progress and condition of the work, and with a smaller number of employees, more and better work done than ever before.

Supervisors in the past knew little about conditions or methods outside of their own sections, but under the present system each one has knowledge of the preceding and succeeding stages of the work and is thereby able to visualize a job from its inception to its completion, which is most helpful in supervising the work in his own section.

I would be remiss in my duty if I did not emphasize the spirit of cooperation which exists on the night force. The supervisors of each section are always in readiness to cheerfully render any possible assistance to other sections. There is an entire absence of disposition to play a lone hand and let the other fellow get out of his trouble the best he can.

#### DELIVERY SECTION

This past year demonstrated the fact that obtaining nine Mack trucks from the Army was a move toward more efficiency. The taking over of blank paper supplies for all Government establishments in this city has increased the work of this section considerably,



and if the Mack trucks were not available for both hauling prime stock from the freight yards and hauling finished stock to the departments, we would never have been able to keep up with the requirements.

Our experience during the past year demonstrated the need for more transportation facilities, and we have recently received five more surplus Army trucks. When these trucks are conditioned, we will have a fleet of 14 Mack trucks and 10 electric trucks, 24 in all.

The relations between this section and the receiving and shipping divisions of other Government and railroad establishments have been most cordial during the past year.

## SAVINGS AND UTILIZATION OF WASTE

As chairman of the permanent committee on prevention of waste, I wish to report that the effort along this line is just as intense as at the beginning of our campaign.

This campaign is helped considerably by the Constructive Organization Pictorial Posters that are posted each week. The employees are interested as well as the supervisors.

Following is a list of savings during the past year :

Production manager:	
Standardizing "Immediate report" blank-----	\$15. 00
Clock control of electric metal pots-----	605. 65
Planning division:	
Requisition review board-----	78, 241. 18
Blank paper-----	40, 000. 00
Change stock on retained jackets, substituting 75 per cent rag for 100 per cent rag ledger-----	145. 00
Savings on salaries due to changes in official position and reduction in number of messengers-----	3, 120. 00
Printing division:	
Office of Superintendent of Printing—	
Unfilled position of assistant superintendent-----	3, 200. 00
Rearranging and systematizing vault-----	25. 00
Type-machine section—Manufacturing spare parts cheaper than furnished by manufacturer, making special tools and jigs for repair work-----	5, 671. 38
Job section—	
Using waste cardboard as "chips" and utilization of waste stock-----	3, 476. 30
Designating employee to turn out lights in men's wash room-----	3. 80
Use of laborer on proof press instead of each compositor pulling his own proofs-----	3, 630. 80
Library printing branch—	
By repairing paper-stock cabinet so it will close tightly, avoiding waste of stock due to exposure to light or dust--	10. 00
Standardizing job composition-----	40. 00
Linotype section—	
Installation of improved galley racks, checking of "dups," checking up on bad proofs-----	600. 00
By more careful supervision of the use of gasoline, reducing use of electric lights, cotton waste, and stationery-----	87. 00
Monotype section—	
Reorganizing the control of equipment and installation of material-making machine-----	700. 00
By reducing the number of metal pots lighted each day, reducing the number of compositors setting folio lines, having 1 compositor and 1 laborer sorting leads and slugs instead of 2 compositors-----	4, 672. 40

## Printing division—Continued.

## Hand section—

Use of automatic justifier, rearrangement of patents section-----	\$500.00
Use of twin chases-----	1,200.00
Proof section—By salvaging paper fasteners, printed labels, metal furniture, obsolete forms made into scratch pads-----	50.00
Proof section (night)—Careful check on issuing lead pencils, erasers, etc-----	150.00
Monotype section (night)—Saving of time in handling folio lines-----	1,329.80
Linotype section (night)—Trimming all bill-head logotypes to avoid spacing and cutting of metal furniture to space out lines instead of using quads-----	500.00
Night assistant production manager—	
All matter set by monotype to be handled in linotype section after being delivered to that section-----	2,500.00
Allotting all index matter to monotype section-----	200.00

## Presswork division:

Installing 2 automatic sheet feeders, saving the labor of 2 women press feeders-----	3,250.00
Salvaging waste stock from rolls and returning to stores-----	3,700.00
Using stocks Nos. 170 and 172 in double size for combination forms, thereby reducing presswork on certain forms 50 per cent-----	5,000.00
Money-order section—Adoption of new lay-out plan of having work advance in consecutive operations has resulted in reducing cost of 200-page books 1 cent each, saving-----	10,000.00
Rebuilding press and installing new numbering machine-----	2,000.00

## Bindery division:

Replacing bookbinders in operation of machines by skilled laborers-----	15,000.00
Devices for improving the output of L-ruling machines, these devices made in the office-----	500.00
Use of cloth strips on backs of check books instead of leather--	500.00
Automatic feeders for rotary board cutter, saving in operation--	1,250.00
Rewinding attachment for cutting cloth strips, made in office--	2,400.00
Saving of scrap binders' board for wrapping packages-----	500.00
Improvement on smashing machine, by operator-----	2,000.00
Use of 32-page signatures in gathering and sewing-----	10,000.00
Use of slitter on wire-stitching machine, made in office-----	1,500.00
Use of new continuous trimmers-----	5,000.00
Tip single waste papers instead of double waste papers on cloth-bound books-----	768.00
Insetting illustrations instead of pasting inside of wire-stitched pamphlets-----	5,000.00
Use of patent rope instead of jute twine for office bundling----	500.00
Folding and inseting on folding machines instead of inseting by hand-----	10,000.00
Working sheets two-up and slitting on parallel folding machines-----	2,500.00
Changing method of preparing and guarding for binding sheets embossed for blind readers (known as Braille sheets)-----	1,600.00

## Plate-making division:

Eliminating waste in surplus wax-----	108.00
Stripping deposit tanks of copper anodes when not in use-----	300.00
Installing ingot caster in metal room, eliminating one laborer--	1,248.00
Saving of 2 pounds of starch and 3 pounds of gum arabic per week-----	39.20
Attaching handle to scrubbing brushes-----	10.80
Photo-engraving—Installation of 2 new etching machines has effected a saving of perchlorate of iron and nitric acid-----	65.00
Plate vault—Removing old chip boards from condemned plates and using between new plates; untying page cord and reusing same-----	200.00



Chief clerk:	
Unfilled vacancies of clerk and messengers-----	\$1,720.00
Superintendent of accounts:	
Unfilled vacancy -----	540.00
Chief of tests:	
Utilization of new cleaning mixture for cleaning type, etc-----	300.00
Handling glue in Library branch as in main office-----	12.00
Substituting 100 per cent rag paper for monotype tracing cloth-----	200.00
Use of old roller composition to make tablet glue-----	3,000.00
Standardizing copying ink-----	535.00
Medical and sanitary officer:	
Obtaining drugs and supplies from Veterans' Bureau without cost to this office-----	4,000.00
Storekeeper and traffic manager:	
Change in routing of blank paper orders between the storeroom and the cutting and packing section-----	626.00
Regular schedule used on No. 8 elevator in furnishing rolls of paper to pressroom-----	1,252.00
Superintendent of construction and maintenance:	
Reduction in the use of power-----	64,267.55
The use of a helper to repair window shades instead of a carpenter -----	81.20
Conservation of lead from crematory-----	563.40
Chief of delivery section:	
Saving chip board and returning to bindery (used in handling jobs to delivery)-----	624.00
Total -----	312,333.46

## REPORT OF THE CHIEF OF TESTS

The routine testing work of the testing section, which includes the sampling and testing of all delivered materials and samples offered by bidders, and the analysis of technical control samples, has been very heavy during this year. There were 5,354 miscellaneous samples tested, which is an increase of 245 over the fiscal year 1923-24. The testing of paper samples required much more work, due to the addition of the folding endurance test to specifications for bond, ledger, map, and writing papers.

Beginning about April 1, 1925, daily technical control work was begun on type and stereotype metals. Two quantitative determinations for tin and antimony are required on each pot of metal, one before correction and one after the correction metal has been added.

The following is a detailed tabulation of the samples tested during the past year:

Paper and paper products, including bid, delivery, and investigational samples-----	3,942
Textiles, including bookbinding cloths and cordage-----	516
Bookbinding leathers-----	35
Gasoline -----	72
Ink-making materials-----	266
Metals (type metals, tin, lead, antimony, etc.)-----	165
Lubricating oils and greases-----	82
Glue-----	44
Chemicals-----	136
Miscellaneous, including soaps, waxes, turpentine, etc-----	76
Total -----	5,354

There were 163 rejections of paper and 30 of miscellaneous materials during the year, due to technical inspection.

The following is a tabulation of the causes for rejections of paper, some deliveries being rejected for more than one deficiency:

*Causes for paper rejections*

General appearance.....	19
Off and mixed color.....	4
Low in bursting strength.....	69
Overweight.....	40
Deficient in absorption.....	3
Excessive ash.....	8
Deficient in stock.....	18
Unsatisfactory opacity.....	9
Finish.....	5
Deficient in folding endurance.....	17
Thickness.....	2

*Postal-card inspection.*—During the year 8,964,412 pounds of postal-card paper were tested, and inspected, with a rejection of only 1,596 pounds, or 0.018 per cent. This shows a remarkable reduction in the rejection of postal-card paper as compared with the year 1921–22, when, partly under Post Office Department inspection, 16 per cent was rejected out of approximately 9,000,000 pounds. During the year 1922–23 the rejection was 2 per cent on 7,100,000 pounds, six months of which period was partly under Post Office inspection, and during the year 1923–24 the rejection was 0.075 per cent on approximately 8,700,000 pounds.

The office has received cordial cooperation from the contractors and manufacturers of all grades of paper during the past year. Considering the large amount of paper purchased by this office on definite specifications, the number of rejections due to noncompliance with specifications is very low.

The total number of rejections of all materials was lower than in previous years, although more deliveries were inspected and tested.

*Rejection of materials.*—Following is a list of some of the rejections of miscellaneous materials during the year, together with the reasons for rejection:

Neat's-foot oil—the delivery was composed of 80 per cent mineral oil and 20 per cent neat's-foot oil.

Lard oil—delivery was rancid and off color.

Ferric chloride solution—specifications, 42° Baumé: Delivery was 37.5° Baumé, which was too weak for use in photo-engraving.

Silicate of soda—badly contaminated with dirt and other foreign matter.

Chloride of lime—two deliveries of 600 pounds each. Specifications required 35 per cent available chlorine. Deliveries were 26.5 per cent and 29 per cent, respectively.

Tin foil—specifications 47 per cent tin. Delivery was 44 per cent tin.

Sodium cyanide—specifications 96 to 98 per cent. Delivery was 85 per cent.

Antimony—specifications stated 99+ per cent pure. In an order of 5,000 pounds, 4,000 pounds were of satisfactory quality, but one barrel of 970 pounds contained only 50 per cent antimony, the rest being dirt and other foreign material.



## INVESTIGATIONAL WORK

Considerable investigational work is conducted by the testing section relative to the various materials used and the different processes of the printing industry employed in this office. There is probably no industry which is more closely allied to chemistry, or which covers a broader field than the printing industry. Paper, inks, textiles, dyes, pigments, leathers, solvents, detergents, varnishes, oils (vegetable, animal, and mineral), metals (ferrous and nonferrous), waxes, fats, soaps, adhesives, and plastics are all used to a greater or lesser extent.

The Government Printing Office includes practically every branch of the printing industry, and therefore offers a broad field for technical investigation and control work. The work of the testing section, from an investigational standpoint, includes the preparation of standard specifications for various materials, the carrying out of technical investigations, and technical control over the manufacture of various materials made by the office.

Wherever additional developments have been made during the past year along the line of previous investigations a brief summary of the work is presented.

*Specifications.*—Definite specifications are now used for the purchase of most materials regularly used by the office. All paper is purchased upon specifications drawn by the paper-specifications committee of the Joint Committee on Printing. Specifications for tin, antimony, lead, copper, and similar materials in general use by the Government are in harmony with those adopted by the Federal Specifications Board. Specifications for miscellaneous materials used exclusively by the Printing Office, such as bookbinding cloths, bookbinding leathers, flax book twine, and various dry colors and varnishes used in the manufacture of ink, have been developed by the testing section.

Investigations are now under way to further improve these specifications and to develop specifications for materials such as glue, for which no specifications have been prepared up to the present.

The testing section is frequently called upon to prepare specifications for special materials not regularly purchased or stocked by the office. One of the most important duties of the testing section is the preparation of specifications and the securing of sufficient data on which to base such specifications.

The testing section rendered considerable assistance to the paper-specifications committee of the Joint Committee on Printing in the preparation and revision of the paper specifications for 1925-26. A suggested revised form for the specifications was adopted, which was more concise and included the definite requirements for each weight called for under the same specification. Reliable information relative to the quality of paper delivered to the office during the previous year was furnished.

At our recommendation the folding endurance test was added to all specifications for bond, ledger, writing, and map papers, in order to better insure satisfactory quality of such papers.

## PAPER INVESTIGATIONS

In addition to the large amount of routine testing of delivery paper samples for compliance with specifications and standard samples, the testing section has conducted during the year considerable investigational work on paper and paper testing. In another part of this report reference is made to the cooperative work on commercial bond and ledger papers carried on jointly with the United Typothetæ of America. This work was of great assistance in the revision of the Government specifications for these papers as to grades and tests. The present specifications furnish five grades of bond and four grades of ledger, which are ample for all uses of the Government service, and conform more nearly to suitable commercial grades of these papers.

The testing section offered, through the press of the paper industry, to supply information to prospective bidders as to the requirements of the Government specifications by making tests of their regular commercial brands of paper. Several manufacturers took advantage of this offer and considerable more interest was shown in the bidding on Government requirements for the year.

The testing section also offered to make preliminary tests for contractors on samples of proposed deliveries before shipment, to avoid rejection of paper after delivery. These tests were furnished for information only, the delivery being subjected to customary inspection and testing.

Considerable assistance has also been rendered Government contractors by aiding in the calibration of their testing apparatus, and especially in calibrating folding endurance testers. A folding test is now specified on approximately 10,000,000 pounds of bond, ledger, map, and writing papers purchased annually by this office.

*Indoor atmospheric records.*—During the year recording temperature and humidity instruments have been installed in the press and bindery divisions of this office for the purpose of securing reliable information on indoor atmospheric conditions and determining the conditions under which paper is handled. These instruments are carefully checked twice each week with accurate sling psychrometers. In addition to securing information in the Government Printing Office, several members of the United Typothetæ of America in various parts of the country are also furnishing reports on daily temperature and humidity conditions in their plants.

The results of this investigation will be of considerable value in determining the conditions under which paper is handled and will also furnish information for determining the difficulties experienced with paper which may be attributed to variations in atmospheric conditions.

*Paper-testing conditions.*—During the last three years all paper testing by the Government Printing Office has been conducted in a specially constructed room in which the temperature and humidity are automatically controlled. The standard testing condition of 70–75° F. and 50 per cent relative humidity was adopted in 1922 by the paper specifications committee of the Joint Committee on Printing. This condition has also been adopted by the Federal Specifications Board for paper testing. During the year slight modifications



have been made in the construction of the humidity room, and it is now possible to maintain the adopted standard testing conditions throughout the year. This condition is automatically maintained day and night, and the difficulties previously experienced during July, August, and September have been eliminated.

*Testing methods and apparatus.*—Methods and apparatus for measuring certain properties of paper, which it has not been possible to specify definitely up to this time, are being carefully investigated and developed by the testing section. These investigations include the determination of opacity, sizing quality, mimeographing quality, finish, and surface resistance.

During the year an important cooperative investigation was conducted to secure comparative folding endurance tests on samples of paper submitted to different paper-testing laboratories. Twenty-five paper-mill and commercial testing laboratories cooperated in this work, and the results are now being tabulated and a detailed report prepared.

*Kraft wrapping paper.*—An investigation of kraft wrapping paper is under way to secure data for the revision of specifications for this paper. Samples of regular mill grades of kraft wrapping papers have been received from 12 manufacturers who are cordially cooperating in this work. The samples are subjected to various physical and microscopical tests to determine which tests are more suitable for indicating the serviceability of such paper.

*Humidifying system in pressrooms.*—A commercial installation for increasing the humidity of the atmosphere has been installed for trial in the job pressroom. It is hoped to determine whether increasing the humidity of the pressroom through the fall, winter, and spring months, when the relative humidity is low, will aid in overcoming difficulties experienced at such times with curl and static in paper. Since this installation was not made until the latter part of March, 1925, the results during the year have not been sufficient for report.

#### DETERGENTS FOR REMOVAL OF INK, ETC.

A thorough investigation has been conducted relative to the removal of ink from type, the removal of wax from electrotpe shells, the cleaning of press rollers and the cleaning of ink containers. There are two distinct types of detergents commonly used in the printing industry, volatile solvents and alkali cleaning agents, both of which were covered in the investigation. As a result of this work, the following detergents have been recommended and are now in use by the Government Printing Office for various cleaning requirements:

1. *Aviation gasoline.*—This quality of gasoline is used for cleaning type where quick drying of the cleaned surface is necessary. It readily removes the ink from the surface of the type and after evaporation leaves the surface dry and free from oil. Work done with present-day commercial grades of motor gasoline has shown that they are unsuitable, owing to the oily residue left on the type, which will not evaporate and is difficult to wipe off. This oily residue interferes seriously with the taking and retaking of proofs, and in the making

of stereotype matrices it blisters the tissue. Blended motor gasoline are slightly better than commercial motor gasoline, since the benzol added to the gasoline increases the volatility, but the oily residue present in the gasoline itself interferes with the cleaning of type in the same way as motor gasoline.

2. *Benzol*.—Pure water-white benzol is used for cleaning type in instances where the aviation gasoline will not remove the hardened or dried ink. This material is a better solvent than aviation gasoline and in this quality does not possess as objectionable an odor as lower grades of benzol. It is also used for cleaning numbering heads used on presses. This material has replaced solvent naphtha, which has an objectionable odor and is less efficient. Approximately 240 gallons of benzol are used annually.

3. *Mixture, benzol 60 per cent and acetone 40 per cent*.—This is the most powerful solvent mixture adopted by the office, and is used for removing hardened ink from half tones and old type, which can not be removed by aviation gasoline or benzol alone. The demand for this mixture is very limited, but 15 gallons being used annually.

4. *Motor gasoline*.—The commercial grade is used for washing press rollers and press forms while on press. For this purpose, it is more suitable than aviation gasoline, as the oily residue aids in preserving the rollers.

5. *Kerosene*.—Used for removing wax from the face of electrotpe shells. It is also used for the cleaning of press rollers.

All of the above solvents—aviation gasoline, benzol, acetone-benzol mixture, motor gasoline, and kerosene—are inflammable.

6. *Tri-sodium phosphate cleaning mixtures*.—Formerly strong caustic soda, commonly known as lye, was used to a large extent for removing ink from type forms, especially when the ink had hardened, and for cleaning ink containers. Strong caustic alkali solution, usually used hot, has several disadvantages. It is very injurious to the human skin, possesses an objectionable odor, and leaves an alkali film on the cleaned metal, which it is difficult to remove. The lye solution, which can not be thoroughly washed out of the type, also injures the thin tissue of the stereotype matrices when heat and pressure are applied.

In order to avoid the use of strong alkali, cleaning mixtures were developed containing tri-sodium phosphate, soda ash, and a small percentage of caustic soda. Two formulæ containing varying proportions of these ingredients have been experimented with, each of which gave satisfactory results. These cleaning mixtures are not injurious to the human skin, do not possess any objectionable odor, and leave the surface of the metal clean and free from alkali film. They are also satisfactory for cleaning ink containers in the ink section.

The following formulæ have been in use, and the approximate cost of each is given:

	No. 1 Per cent	No. 2 Per cent
Tri-sodium phosphate.....	40	80
Soda ash.....	45	--
Ground caustic soda (95 per cent).....	15	20

The materials must be mixed in the proper proportions for use as needed. These mixtures are used the same as caustic soda, ap-



proximately 1 pound in a gallon of hot water. The surface cleaned must be thoroughly rinsed with hot water after use of the cleaning mixture.

A comparison of the approximate cost in barrel lots of these cleaning mixtures and that of caustic soda is given below:

	Per pound
Cleaning mixture No. 1-----	\$0.037
Cleaning mixture No. 2-----	.047
Ground caustic soda (95 per cent)-----	.045

Either of the two mixtures now used will do more cleaning than an equal weight of caustic soda, and therefore are more economical, in addition to effecting much better results from a cleaning standpoint. This cleaning mixture will also replace a considerable amount of solvent cleaner formerly used, especially in the press and foundry divisions, thereby effecting an appreciable saving as well as reducing the fire hazard.

A further saving incident to the use of these mixtures is in the item of brushes. When caustic soda alone was used, a palmetto or vegetable fiber brush seldom lasted more than one day. With the new type of cleaner, a brush will last from four to five days, saving approximately \$65 a year in brushes alone.

Assistance has also been rendered the Post Office Department along the same line. The Postal Service used a large quantity of strong, hot caustic soda for cleaning automobile parts, removing grease, dirt, etc., and had paid between 8 and 14 cents per pound for special mixtures. Their objection to caustic soda was similar to ours. A conference was held with a representative of the motor transportation division of the Post Office Department, at which their cleaning problem was found to be similar to that of cleaning ink cans and removing ink from type.

The above formula No. 2, containing 80 per cent tri-sodium phosphate, and 20 per cent caustic soda (95 per cent quality) was tried at the local post-office garage with satisfactory results. A preliminary purchase of 50,000 pounds of this material was ordered by the Post Office Department for use by all garages of the motor transportation service. Specifications were furnished by the testing section of the Government Printing Office which also tested the bid and delivery samples. A saving of at least 4 cents per pound was made on the first purchase of 50,000 pounds by the Post Office Department.

#### TECHNICAL CONTROL OF TYPE METALS

One of the most important investigations undertaken by the testing section during the year was on the composition and technical control of all type and stereotype metals used in the office. These metals are alloys of tin, antimony, and lead, the proportion varying in accordance with the uses of the metal. The most important metals are those used for linotype, monotype, and stereotype work.

After continued use, being cast into type, remelted, cleaned, and recast many times, the composition of type metal changes materially, due to the loss of tin and antimony by oxidation or drossing. Considerable trouble has been experienced owing to variations in the composition of type metals caused by their continued use.

Occasional attempts had been made to correct these defects by "rule o' thumb" methods, but with little success, and no regular analyses were made to verify the composition.

There are approximately 6,000,000 pounds of metal in the Government Printing Office, of which approximately 2,900,000 pounds is type metal, 1,600,000 pounds stereotype, and 1,500,000 pounds electrotpe. With such a quantity of metal, part of which may be in storage for years after being cast, while other portions may be remelted in a few days, the only way in which the quality of the metal can be maintained is by daily technical control of the remelting and casting.

*Monotype metal.*—Of the three principal metals used, monotype, linotype, and stereotype, the most trouble was experienced with monotype metal. The preliminary investigation of monotype metal covered daily analyses of samples from the melting pot for a period of six weeks. The analyses showed a wide variation in the composition of the metal from day to day. There was no apparent relationship between the percentages of antimony and tin content; a metal with high tin content might have a low antimony content, or vice versa. In practically every case, however, the tin content was higher than necessary, and in all cases the percentage of antimony was too low for satisfactory work. After a study of various formulæ for monotype metal, and a consideration of the condition of the metal in this office, it was decided to adopt tentatively the following formula for monotype metal: Tin, 7 per cent; antimony, 16.5 per cent; and lead, 76.5 per cent.

Owing to the condition of the metal, its correction to this formula could be made with the use of a minimum amount of lead and antimony.

*Stereotype metal.*—The next investigation undertaken was on stereotype metal, which showed an even wider variation in the tin and antimony content than the monotype metal. As in the case of monotype metal, the antimony content was consistently, although not uniformly low. A study of authoritative data on stereotyping shows a wide range of formulæ for stereotype metal, due to the different requirements of such metal. As a result of considerable investigational work, giving full consideration to the character of work required by the office, the following formula has tentatively been adopted: Tin 8.0 per cent, antimony 15.5 per cent, lead 76.5 per cent. The use of metal corrected to this formula has given good results in the casting room and on the presses.

*Linotype metal.*—A series of analyses of various lots of linotype metal covering a period of several weeks demonstrated that the metal varied more in quality than had been anticipated. It was very high in tin, due to correction having been made from time to time without accurate knowledge of the composition of the metal. As in the case of stereotype and monotype metals, the class of work produced by the office was considered in the adoption of the following formula: Tin 4.5 per cent, antimony 11.5 per cent, lead 84.0 per cent. Due to the high percentage of tin a large amount of lead, together with a small amount of antimony, was needed to correct the linotype metal. This resulted, however, in the office securing a much-needed addition to its stock at practically the cost of lead.



The correction of linotype metal has practically eliminated the troubles due to hollow slugs, poor type faces, "squirts," obstructed mouthpieces, etc.

*Methods of control.*—The next step in the metal work was to develop a rapid method of analysis for tin and antimony. Type metals are melted in lots of approximately 10,000 pounds. After a thorough mixing a sample is taken for analysis. The method of analysis must necessarily be rapid, due to the expense of keeping this amount of metal in a molten state. After the analysis is made, metal for correction must be properly alloyed and the corrected metal poured the same day. A method has been adopted by which the metal is analyzed and correction made in from 45 to 90 minutes after sampling.

To introduce antimony into the type metal it was found necessary, due to its high melting point, to alloy it with lead before adding to the melted type metal. The antimony alloy is composed of approximately 50 per cent lead and 50 per cent antimony, and is made by heating the two metals to approximately 950° F. under a coke blanket. When the alloy is made in this manner there is a loss of only approximately 1 per cent of the original weight of metal used, and this is partially recovered from the dross.

*Results and benefits.*—The correction of monotype metal was begun April 15, 1925, stereotype June 24, 1925, and linotype November 15, 1925. Through December 31, 1,020,000 pounds of monotype, 348,000 pounds linotype, and 141,000 pounds stereotype metals were corrected to the respective adopted formulæ.

Due to the technical control of metal, there will be a substantial economy as well as the production of better quality printing. The printing divisions will secure the maximum output of good composition with a minimum of defective type requiring resetting, type forms will stand up better to molding in the foundry, and plates will be produced with fewer blowholes and low spots. In the pressroom longer runs with clear clean prints should result from the better stereotype and type forms.

#### GLUE INVESTIGATIONAL WORK

The work started last year for the better handling of glue in the bindery and the development of formulæ for flexible glues has been continued with satisfactory results. The method recommended by the testing section for the handling of glue effected marked improvement in the quality of work done by the office. Practically all glue, either straight or flexible, is now made by soaking overnight in cold water, heating for a short time, then pouring immediately into molds, and storing in a refrigerator. The jellied glue is retained in this condition until issued for bindery use. The glue in this form will melt quickly in small electrically heated pots.

*Regular flexible glue.*—The use of the regular flexible glue, the formula for which was developed last year for the bindery, has been extended to other branches of the office, such as the money-order and postal-card sections. The flexible glue formula has been improved, so that, with slight modifications during the different seasons of the year, all difficulties have been overcome.

*Special flexible glue.*—From investigation of the requirements for the glue on the gathering, stitching, and covering machines, it was found that, in order to secure quick setting, the machines were operated with a very viscous glue. This resulted in the application of an unnecessarily thick layer of glue which became brittle, causing poor adhesion between the cover and back of the book. Considerable investigational work was required to solve this problem of securing a proper glue—a quickly setting glue, made necessary by the speed of the machine. A satisfactory formula was developed. It is modified at different times of the year to overcome atmospheric conditions. The covers are firmly glued to the backs of the books, and remain flexible, the amount of glue used having been reduced materially.

In order to specify and purchase the proper qualities of glue for the work of this office, the latest type of glue-testing apparatus has been secured. This will insure proper and uniform quality and furnish reliable information to prospective bidders as to the quality of glue desired. As soon as the laboratory investigation on glues is completed, it is planned to submit for publication an article covering specifications, testing, and handling of glue in the bindery, together with formulæ for the various flexible glues.

#### RESTORATION OF OLD DOCUMENTS

Frequently the office is called upon to restore old documents, such as Land Office and other legal records, which have become worn and damaged through age. One part of the process consists in covering each sheet with a thin material known as mousseline or crêpeline, through which the writing can easily be read. This cloth is pasted to the paper with a paste in which water is used. In some cases it was found that the water caused the ink to run, which would render the work illegible. The testing section developed a special rubber solution for coating the material before using the paste. The use of this solution prevents injury to the printed or written matter by the water in the paste.

#### RECLAMATION OF ROLLER COMPOSITION

Between 10,000 and 15,000 pounds of old roller composition has been disposed of annually as waste for approximately 1½ cents per pound. Press rollers are composed of high-grade glue and glycerin. An investigation by the testing section showed that the composition could be reclaimed for use in bindery glue, with a material saving and a decided improvement in quality. All tablet glue used by the office is now made from old roller composition, and a quantity is also reclaimed for making flexible glues. The reclamation of this material will effect a saving of \$3,000 a year, as the reclaimed material has a value of 15 cents per pound when used in bindery adhesives.

#### LUBRICATING OILS

An investigation was made by the testing section of the use of lubricating oils by the office. All oils are purchased under Federal specifications, and deliveries carefully tested, thereby assuring de-



livery of satisfactory quality. The proper grade of oil has been determined for each class of work. Two grades have been eliminated. A paraffin oil, costing 12 cents per gallon, has been substituted for hydraulic press oil, formerly purchased at approximately 30 cents per gallon. The cheaper oil has proven more satisfactory for the requirements of the office. Two oils of slightly different grades were carried in stock for the ice machine and air compressor. One grade was dropped with satisfaction.

Oil used for the motor trucks was found to be several grades too light, which tended toward high oil consumption and excessive wear on the motors. With the proper grade, the trucks show an increase of over 40 per cent in mileage per gallon of oil. The principal saving, however, is in the increased efficiency and longer life of the machines, due to correct lubrication.

#### INK INVESTIGATION

*Manufacture of ink.*—During the past year 113,356 pounds of ink, comprising over 40 different kinds, were manufactured by the ink section. All materials used in these inks were purchased on definite specifications and tested for compliance.

The quality of the job black ink was improved through the use of the highest grade carbon black and pure linseed oil varnish. Although this increased the cost per pound, the ink worked better on the press and gave more impressions per pound, thus offsetting the increase in cost in addition to producing a black with excellent printing results.

*Addressograph ink.*—The special black check addressograph ink, the formula for which was developed last year by the testing section at the request of the Treasury Department for use on metal stencils, was furnished during the year to the Treasury Department, Veterans' Bureau, and Post Office Department. Five hundred pounds were supplied to these departments at \$1 per pound, former price paid for no better commercial ink being \$3 per pound.

*Stencil ink.*—All stencil ink used by the Superintendent of Documents for fiber stencils has been manufactured by the ink section on formulæ developed by the testing section.

*Permanent poster ink.*—Special attention is given to all materials used in the manufacture of ink for use on posters for outdoor exposure. The pigments are tested for quality and fastness to light and the finished inks are given severe tests for light fastness and water resistance.

*Copying inks.*—All colors of copying inks used by the office have been manufactured by the ink section on formulæ previously developed by the testing section, and have worked satisfactorily. A black copying ink was added to the list during the year and the formulæ modified to overcome atmospheric conditions during periods of high humidity.

*Writing and ruling ink.*—As a result of further investigations relative to permanent record blue-black writing ink for office use and machine ruling in the bindery, two qualities are now made by the testing section and carried in stock, one suitable for ruling-machine use and one for office and fountain-pen use. The ruling-

machine ink which was formerly purchased at 80 cents per quart costs approximately 15 cents per quart including materials and labor. The writing ink for office and fountain-pen use costs approximately 10 cents per quart, while Government-contract prices varied from 32 to 55 cents per quart for ink of inferior quality.

All red ink for general office use is now produced by the testing section, effecting a small saving, since it costs approximately 5 cents per quart against 27 cents per quart Government-contract price.

The investigation relative to dyes for ruling-machine use has been continued during the year in order that the results may be conclusive. Tentative recommendations were made last year as to the most suitable dyes for ruling work, and it is hoped to complete this work during the next year and publish an article giving the results of this investigation.

*Waste ink.*—The amount of waste ink returned to the ink mill by the press rooms during the year was 13,240 pounds, as compared with 14,785 pounds during the previous year, a reduction of 1,545 pounds. Recommendations have been made which, when carried out, should materially reduce the amount of waste ink. All waste ink is reclaimed as book or news ink.

#### COOPERATION WITH PRINTING INDUSTRIES

The cooperative work started last year with the United Typothetæ of America for jointly working out practical specifications for at least the more important printing papers and materials has been continued during this year. The work relative to the standardization of paper based on technical quality has been limited so far to bond and ledger papers. In this investigation 103 samples of bond and 50 samples of ledger papers, representing the regular commercial products of 34 paper mills, were subjected to complete microscopical, physical, and chemical tests. As a result of this work, tentative technical specifications for seven grades each of bond and ledger papers were prepared and submitted at the annual convention of the United Typothetæ of America in Chicago, in October, 1924. The plan was received with approval and has also interested both consumers and manufacturers of paper in the subject of paper quality.

The results of the work on bond and ledger papers were published in October in a circular entitled "Tentative Specifications for Bond and Ledger Papers, with Classified Tabulation of Tests on Samples Submitted by Paper Manufacturers." A second edition was issued in March, 1925, due to demand for this publication.

The testing section is planning during the next year to invite paper manufacturers again to submit samples of their regular brands of bond and ledger papers in order to ascertain if the tentative specifications submitted are in need of revision, to determine the normal variation in paper of the same quality, and to stimulate additional interest in technical standardization.

The paper manufacturers have cordially cooperated with the testing section in various investigations relative to the quality of different kinds of paper by furnishing necessary samples of their com-



mercial papers, and also in connection with various cooperative tests on methods and apparatus for paper testing.

During the year a large number of requests were received from various commercial concerns seeking technical information as to our method of buying paper and supplies, copies of specifications, and advice on paper and other problems of interest to consumers and manufacturers of printing and binding materials. Over 200 letters were sent out during the year by the testing section in this connection.

#### PUBLICATIONS

During the past year the following articles, prepared by the testing section, were published in various trade journals:

"Technical investigation of flax book twine," by E. O. Reed.

"Relative humidity and paper testing," by E. O. Reed.

"The effect of temperature and relative humidity on the folding endurance of paper and discussion of testing conditions," by E. O. Reed.

#### SAVINGS

Substantial savings have been effected by certain investigations carried out by the testing section, such as:

Reclamation of waste roller composition for bindery adhesives.

Manufacture of permanent-record blue-black writing inks for office and fountain-pen use.

Manufacture of red writing ink.

Manufacture of blue-black ink, permanent to light and water resistant, for ruling-machine use.

Production of backing fluid, from waste zinc etchings, for use in electrotype section of foundry.

Substitution of paper for tracing cloth for monotype keyboard rolls for making large number of recasts from the same roll.

Substitution of silicate of soda for glue in the sealing of fiber containers in the postal-card section for both water and rail shipments.

Manufacture of black check addressograph ink for various Government departments using metal stencils.

Manufacture of stencil ink for use of the office of public documents.

Material reduction in the cost of solvent and alkali detergents by eliminating all trade products and standardizing the materials used.

Increase in life of palmetto fiber brushes for scrubbing type forms by substituting tri-sodium phosphate mixture for strong caustic soda.

Reduction in amount of glue used due to recommended methods of handling and formulæ for flexible glues.

Material reduction in the cost of certain chemicals used by substituting technical grade for C. P. or U. S. P. grades wherever possible; also by specifying purchase in as large size containers as warranted by the amount used, and by eliminating separate purchases of the same material by different sections of the office.

Considerable economy to the Government could be effected by the production by the Government Printing Office of certain materials in common use by different agencies of the Government. Writing

inks, permanent record blue-black, and red ink could be furnished the departments in large-size containers, effecting considerable savings over the present contract prices. Already considerable saving has been effected in the production of black check addressograph ink for use on metal stencils by the Treasury and Post Office Departments and Veterans' Bureau. The supply of this ink to other departments using metal stencils would effect similar savings. Multigraph ink used on duplicating machines printing from metal type could be furnished by this office from regular printing ink stock.

The furnishing of all paper filing folders and index cards from standard quality stocks would, in my opinion, be advantageous and economical compared with stocks of similar quality furnished by the Government contractors.

### REPORT OF THE SUPERINTENDENT OF DOCUMENTS

The best evidence of the growing esteem for Government publications will be found in the increase of our mail-order business, which shows net receipts of \$487,922.63 for the fiscal year ended June 30, 1925, an increase of approximately \$47,000 over the previous year.

That there is continued growth is not surprising, because the importance of Government publications to the business, agricultural, scientific, educational, and other interests can not be overestimated. The public's interest in Government publications is ever increasing, as will easily be seen from the following statement of the receipts for the last five years:

1920-1921	\$293, 371. 63
1921-1922	344, 682. 14
1922-1923	382, 368. 18
1923-1924	440, 904. 93
1924-1925	487, 922. 63

The duties of the office are somewhat diverse, and for that reason I have prepared the following schedule of activities during the past year, which will give some idea of the work performed.

Stock:	
Publications received and stored	55, 138, 327
Publications distributed	52, 084, 458
Letters:	
Cash orders received	375, 571
Letters received asking for information	161, 852
Shipping:	
Packages mailed	21, 372, 292
Sacks filled and mailed	139, 155
Mailing lists:	
Additions	223, 264
Drops	125, 351
Impressions made from stencils on mailing machines	22, 712, 964
Publications condemned:	
From department stock	1, 874, 650
From public documents office stock	770, 881
Library:	
Publications received for shelf listing, cataloguing, and indexing	30, 321
Publications issued:	
Index to Monthly Catalogue of United States Public Documents, July, 1923, to June, 1924 (186 octavo pages).	
Twelve numbers of Monthly Catalogue of United States Public Documents, July, 1924, to June, 1925 (totaling 933 octavo pages).	
Twenty-sixth Preliminary Schedule of Volumes, Reports and Documents of the Sixty-eighth Congress, first session, December 3, 1923, to June 7, 1924 (7 octavo pages).	



## Publications issued—Continued.

Document Index No. 34, Sixty-eighth Congress, first session, December 3, 1923, to June 7, 1924 (283 octavo pages).

The Document Catalogue for the Sixty-fifth Congress, July 1, 1917, to June 30, 1919 (including the special session of the Senate, March 5-16, 1917) is in press.

Forty-four price lists and eight leaflets.

## INFORMATION

The natural outcome of being a sales office for Government publications would be the creation of a bureau of information to answer inquiries as to subjects covered by Government literature. Shortly after the office was organized the necessity for developing this function was recognized, and to-day we are occupying the position of a central information agency where all inquiries relative to Government publications or what they contain can be forwarded for reply. The receipt of 161,852 letters would seem to testify to the popularity of this service.

## SERVICE

The improvement of the service is our constant aim, but there are many obstacles encountered that do not number among the troubles experienced by most mail-order houses. The question of stock is always an uncertain quantity, as we have as a general rule very little information on which to base our requirements. Publicity from unanticipated sources often exhausts our supply, and aside from creating delays while reprints are being made, if the publication was run from type and not plated, we are forced to make refunds. During the last fiscal year \$10,631.11 was returned, which represents either overpayments or supply exhausted.

The adoption by the Government of a legal tender of small amounts along the line of the Canadian postal note would be a great convenience, not only for the public in ordering Government publications, but for any one patronizing a mail-order house where small remittances are involved. Although we advertise that postage stamps will not be accepted, last year more than \$12,000 worth were received as remittances. If we could not find an outlet for these stamps it would be necessary to return them as nonacceptable for the reason that they can not be converted into cash. Fortunately our foreign business has grown to such an extent that we were able to use all of them. I am convinced that advertising of stamps as not acceptable keeps a great many people from ordering publications, when the remittance is a small amount, because they consider it is too much trouble to obtain a money order.

## BOOKKEEPING SECTION

The act creating the General Accounting Office provided for the auditing of accounts of all public funds, and as a result the documents office, for the first time in its history, was subjected to a complete audit of its accounts, and the report made by the auditors contained recommendations for certain changes.

The operation of the system, however, has been very satisfactory, and we now obtain an exact daily balance of moneys received and

are in position to render monthly an account current showing all receipts and expenditures, with proper supporting vouchers.

#### RELATION TO THE LIBRARIES

Naturally in the course of a year many questions arise regarding the work of the office as it affects the libraries. These questions were carefully considered and answered in a paper on "The documents office and the libraries," prepared by the Superintendent of Documents for the annual meeting of the American Library Association at Seattle, Wash., and read before the joint session of the National Association of State Libraries and the Public Documents Round Table on July 8, 1925.

The bill for the establishment of a library information service under the Bureau of Education again failed to pass during the last Congress. The objections of this office to the bill should not be interpreted as depreciating the value of such a service; but after a careful analysis of the objects to be obtained we have concluded that the functions of the proposed library information service, as defined by the bill, could not be carried on without duplicating to a considerable extent the work we are now doing.

Miss Edith Guerrier, the author of the bill, certainly should be commended for her efforts to popularize Government publications; but, although there is a certain educational feature connected with the work, we do not believe it necessary to establish a new agency for such a service. The creation of this information service was again considered at the Seattle conference of the American Library Association, and it would appear from the discussions that some of the members of the American Library Association are now favorable to having this service rendered by the public documents office.

#### UNITED KINGDOM PUBLICATIONS

The generous policy of the United States Government in its free distribution of publications has no doubt served to depreciate their value. Those opposed to a restricted free distribution might be interested in knowing that Great Britain since the war has discontinued even its pre-war limited free distribution, and now all libraries have to purchase their copies.

The British Government, recognizing the value of its publications, in 1887 passed a resolution permitting the reprinting of information contained in a majority of them. This policy is similar to ours, in that we do not allow copyrighting. The two countries also entertain similar views in their practice of charging the prime cost to the Government, so that the public may purchase at a nominal cost for paper, presswork, and binding.

#### IMPROVEMENTS

One real problem that has confronted us for several years has been how to obtain additional space for our over-crowded library, and also for the growing clerical force required to handle the enormous increase in our sales business. Thanks to the efforts of the Public Printer and the support of the Director of the Bureau of the Budget, we were able to dispose of several millions of excess and



obsolete publications from the old building, which enabled us to move the mailing machine room, formerly housed on the fifth floor of the annex, to a space vacated in the old building. This gave the needed room for expansion in the annex, permitting of a rearrangement of the catalogue and clerical forces. The results have been most gratifying, and sufficient floor space has been gained to house the additional clerks provided by Congress. Additional stacks have been erected to take care of the library requirements for four or five years. The fifth, sixth, and seventh floors have been thoroughly cleaned and painted, the first time since we moved in 20 years ago.

#### CONCLUSIONS

The greatest handicap to the efficient working of the office is the constant change in personnel, and the failure of Congress to provide for promotions. Such a condition vitally affects the work, and creates a discontented force. Reclassification was supposed to supply the remedy, but unfortunately the employees were graded on the basis of salaries paid at the time the allocations for positions were made, and, aside from the low grades, practically all of the clerical force is receiving the minimum salary. Unless Congress provides for promotions it will be practically impossible to make any, as we find that, owing to the continued growth of the work, all vacancies must be filled, leaving no surplus funds.

The policy, therefore, followed by most of the departments, of providing for promotions by the reduction of force, could not be adopted without detriment to the work. Besides, employees obtaining satisfactory efficiency ratings naturally expect some recognition, which is impossible unless Congress grants appropriations for that purpose; and failure to provide such appropriations will have only one result—to lessen the morale of the force and increase the need for additional employees to carry on the work.

#### REPORT OF THE SUPERINTENDENT OF CONSTRUCTION AND MAINTENANCE

The accomplishment of the construction and maintenance division for the year includes a marked reduction of force, the satisfactory and economical operation of the new electric substation, completion of important building construction and alterations, installation of much new equipment and machinery throughout the shop, overhauling of machinery, and the routine operation and maintenance of the buildings.

The reduction in personnel has been very considerable during the past two years. In 1924 the reduction was 45, and 33 more were dropped in 1925, making a total reduction of 78 employees in the division in the past two years. During this time the work discontinued was operation of the boiler plant and substitution of an electric substation for the steam-driven generating station. Building alterations at the present time are comparatively minor. The steam and electric power formerly generated here are now being supplied by the Capitol power plant, which reports having had to increase its personnel by six to carry the Printing Office load. Deducting this number from our decrease of 78 makes a net decrease of 72, with-

out having discontinued any service except a reduction of building construction work, of which a considerable amount was done during the year. On June 30, 1925, the construction and maintenance division, including the carpenter, paint, electrical, pipe and sheet metal, power, machine, and sanitary forces, had 272 employees.

While a considerable increase in wage scales was made effective in the first half of the year, the reduction in personnel has more than offset the wage increases. The total of \$525,841.92 paid for salaries and wages is approximately \$50,000 less than was paid to the employees of this division for the year 1924 and \$60,000 less than was paid for the year 1923. These figures include the \$240 annual bonus which was discontinued July 1, 1924, and thereafter included in regular wages.

#### COST OF BUILDING MAINTENANCE

The cost of building maintenance for the year was \$74,104.44 for labor and \$14,139.75 for materials, totaling \$88,244.19, making the unit cost 12.19 cents per square foot, as compared with 10.28 cents the preceding year. The total cost of operation and maintenance, including the operating expenses of the power section, the sanitary section, building maintenance, and electricity and steam purchased, totals \$334,911.48, or 46.27 cents per square foot for the year 1925, as compared with \$339,856.96, or 47.53 cents per square foot for the year 1924.

A careful allocation of electric current and steam used for manufacturing purposes on the one hand and for heating, lighting, ventilation, and building operation on the other, indicates that 56 per cent of the electric and steam costs are for manufacturing purposes. Making this deduction from the power section's operating expenses and the cost of steam and electricity, reduces the building maintenance and operating expense to 34.97 cents per square foot for the 723,867 square feet of floor area. Although wages were increased, it will be noted that there was an actual decrease in the total cost of building maintenance and operation which is a result of the power plant economies.

Floor and balcony space has been added during the past year as follows: A second story of 9,858 square feet has been completed in the entire old boiler room and part of the engine room. An inclosed bridge having 192 square feet connects this floor with the warehouse. A balcony was extended in the new money-order quarters to provide a toilet room and wardrobe-locker space. The extension contains 473 square feet. A steel balcony of 1,850 square feet was installed to carry lockers for the proof and monotype sections. Two large pipe shafts were cut down, adding 70 square feet of useful floor space on each of the sixth and seventh floors. A small locker balcony of 192 square feet was removed on the sixth floor where the large balcony was erected. These additions make the total increase of floor space during the past four years amount to 67,664 square feet.

#### REMODELING OF PROOF ROOM

The proof room has been entirely remodeled. Removal of a vault, addition of a locker balcony, and alteration of a shaft in-



creased the usable floor area approximately 2,000 square feet. New desks, tables, bookcases, and lighting system were provided.

Alterations in the photo-engraving section increased their working area by 1,914 square feet. This space was formerly a cafeteria storeroom and part of the dining room.

The quarters of the hospital section were enlarged to provide a ward for males.

Extensive alterations were made for the Superintendent of Documents in the Annex Building to make room for additional library stacks and take care of the increasing sale of Government publications.

The old ink-roller room was made a part of the first-floor press-room.

Iron gates and guard houses have been provided at both ends of Jackson Alley, closing it to public traffic as authorized by the second session of the Sixty-eighth Congress. This facilitates the work of the office and materially reduces the cost of guarding the property.

Among important jobs which were mentioned in the last annual report, including building work during the present fiscal year, are preparation of quarters for the new Congressional Record equipment, the new postal card section, and addition of the second story over the entire boiler room and part of the engine room.

Plans, drawings, and layouts for the above building work, locations for all machinery installations, and details for many of the shop jobs have been made by the chief draftsman and his assistants.

#### POWER SECTION

The personnel of the section was increased from 11 to 14 during the year by the transfer of one electrician and two laborers from the electrical section. These men are on night duty and care for all storage batteries and the electric trucks. The power section also operates the incinerator which was built and put in service this year.

The new electric substation receiving power from the Capitol power plant was completed during the latter part of the fiscal year 1924, so that the fiscal year 1925 marks the first full year of its operation. The old steam plant was also entirely dismantled, and steam for heating the buildings, operating the laundry, and serving other production requirements has been obtained throughout the year from the Capitol power plant. This office continues to serve the city post office with direct current electric power, but steam is supplied directly from the Capitol power plant.

As the fiscal year 1924 was a year of changing over, when part of our steam and electricity was generated in our own plant and part of it was purchased, comparisons of cost are made for the years 1923 and 1925, which are respectively the last year in which steam and power were generated here, and the first year in which steam and electric power were purchased.

The following statements give detailed figures of power plant operation for the two years.

The actual reduction in the cost of operation to the Government Printing Office for the fiscal year 1925 was \$25,032.22. There was also

a saving of \$23,033.40 in the use of water which is furnished by the District of Columbia without charge to this office. The saving to the city post office amounted to \$8,701.93, making the total decrease in operating cost to the Government \$56,767.55. A conservative rental value of the space made available for warehouse use as a result of the change over is \$7,500 per annum, which amount added to the operating saving, makes a total annual saving of \$64,267.55. The estimated saving, based on what the cost would have been for operating the old plant, is \$65,365.20 per annum.

Power-plant operation for fiscal year 1925 includes the following services: Electric current, compressed air, refrigeration, steam for heating and industrial purposes, industrial and sanitary water pumping, cold drinking water pumping, hot water pumping, and brine circulation for refrigeration.

The charges in all cases are exclusive of interest and depreciation and are based on the actual cost of labor and material for operation, maintenance, and repairs.

#### *Cost of operation*

Labor and material for substation operation-----	\$10, 187. 26
Labor and material for all other power-plant operations-----	22, 525. 57
7,204,100 kilowatt-hours purchased at average \$0.01515 per kilowatt-hour-----	109, 170. 34
63,693,337 pounds steam purchased at average \$0.47591 per 1,000 pounds-----	30, 515. 83
<b>Total cost-----</b>	<b>172, 399. 00</b>
Sold to city post office 1,555,400 kilowatt-hours, at average \$0.0187-----	29, 115. 11
Total net cost to the Government Printing Office-----	143, 283. 89
Value of 202,486,650 gallons city water used at \$0.05 per 100 cubic feet-----	13, 537. 10
<b>Total cost of operation if water had been purchased-----</b>	<b>185, 936. 10</b>

#### *Electric current*

Transmission and conversion losses-----kilowatt-hours--	822, 150
Used by the Government Printing Office-----do-----	4, 826, 541
Used by the city post office-----do-----	1, 555, 400
<b>Total metered at the Capitol power plant-----do-----</b>	<b>7, 204, 100</b>
Operating efficiency-----per cent--	88. 59
Distributed electric load used by the Government Printing Office-----per cent--	75. 63
Distributed electric load used by the city post office-----do-----	24. 37
<b>Total cost per kilowatt-hour of distributed electric load-----</b>	<b>\$0. 0187</b>
Total cost of electric current to the Government Printing Office--	90, 242. 49
Total cost of electric current to the city post office-----	29, 115. 11
<b>Total cost of electric current-----</b>	<b>119, 357. 60</b>
Government Printing Office proportion of substation charges---	7, 709. 03
City post office proportion of substation charges-----	2, 478. 23
<b>Total substation charges-----</b>	<b>10, 187. 26</b>



Government Printing Office proportion of purchased electric current -----	\$82, 533. 46
City post office proportion of purchased electric current -----	26, 636. 88
Total cost of electric current purchased -----	109, 170. 34
Total cost of electric current -----	119, 357. 60

*Steam*

Steam used by the Government Printing Office ----- pounds --	63, 693, 337
Steam used by the city post office ----- do -----	31, 046, 110
Total steam for city post office and Government Printing Office ----- pounds --	94, 739, 447
Average cost per 1,000 pounds steam -----	\$0. 47591
Cost of electric current and steam to Government Printing Office --	\$120, 758. 32
Cost of electric current and steam to the city post office -----	\$43, 890. 27

*Water*

City water used by the Government Printing Office ----- gallons --	202, 486, 650
Value of city water at \$0.05 per 100 cubic feet -----	\$13, 537. 10
Cold drinking water used ----- gallons --	663, 626
Ice manufactured ----- pounds --	582, 500
Gas used ----- cubic feet --	18, 305, 900
Cost of gas at \$0.70 per 1,000 cubic feet -----	\$12, 814. 13

## MACHINE SHOP SECTION

The machine shop section's personnel was reduced from 52 at the beginning of the year to 41 at the close of the year. This decrease of 11 was made, first, because of having completed the extensive program of overhauling and rebuilding all serviceable equipment throughout the plant which was not turning out a proper production both in quality and quantity, and, second, a further reduction became necessary because of a shortage of funds. All needed overhauling of machinery is being carried on and the productive condition of all equipment is kept up to the proper point.

With the personnel reduced 20 per cent during the year, it is interesting to note that the average number of jobs worked each day has been 134, as compared with 136 for the preceding year. The total number of jacket jobs for the period since the last annual report is 537, and repair jobs, adjustments, and miscellaneous jobs total 42,464, making a grand total of 43,001. This work includes installation, inspection, and repair of machinery and mechanical equipment throughout the plant, except typesetting machines, which are cared for in a separate shop. A fleet of 9 Mack trucks, 23 elevators, numerous lifts, conveyors, and other equipment add to the list requiring mechanical inspection and maintenance. There are saws to file, cutting-machine knives to grind, special tools, dies, knives, attachments, gears, and parts of all kinds to make.

The estimated saving during the year by using old material and parts salvaged from old machines, including also the junk value of parts turned in, amounts to \$3,329.50.

## ELECTRICAL SECTION

The electrical section's personnel was reduced during the year from 68 to 61 employees, yet the number of new installations totaled 274 and repair jobs 18,125 as compared with 231 and 17,049 for the preceding fiscal year.

The section makes the installation of all electric wiring and electrical equipment of all kinds. All motors are given regular inspection, cleaning, and oiling. Other apparatus, such as automatic controllers, which are extensively used throughout the plant, lighting, signal and fire alarm systems, clocks, fans, elevators, hoists, conveyors, etc., are inspected and maintained.

The important electric installations during the year are the following: Congressional Record conveyor, two elevators, one crane and one hoist for the postal-card section, rearrangement of light and power circuits made necessary by the removal of pipe shafts on the sixth and seventh floors, linotype and monotype keyboard installations, enlargement and changes in the photo-engraving section, Record room, ruling and sewing section, and money-order section.

The program of improving the lighting was continued and trojan bowl fixtures were used for all new installations in work rooms and where rearrangement of equipment required changing of the lighting system. New lights were installed in the following places: Photo-engraving section, Record room, money-order section, postal-card section, proof room, cutting and packing section, pressrooms, and warehouse.

## PIPE AND SHEET METAL SECTION

The work of the pipe and sheet metal section embraces installation and maintenance of all pipe and plumbing lines, fixtures and service, including cold and hot water, drinking water, brine, compressed air, steam, ammonia, heating system, fire lines, vacuum lines, and sewers. The sheet metal work includes roof, cornice, and skylight maintenance, sheet metal floor covering under all machinery, also safety guards, ducts, hoods, linings, etc.

This section has worked on 200 jacket jobs during the year and an average of 35 miscellaneous repair jobs daily, making a total of 12,155 jobs during the fiscal year.

Elimination of waste, particularly of steam and water, has been effected in many ways. Reference to the power section's report shows a saving of 344,579,540 gallons of water during the past year, as compared with the preceding year. While the largest single item in this saving is due to changing over of the power plant, taking out boilers and condensers which were supplied with city water, much saving has been effected by bringing the cooling water from air compressors, aftercooler, ammonia compressor, and condensers into a receiving tank from which this water is pumped into the house system. Condensate from the tunnel 8-inch steam mains is carried into another tank and supplies practically all the building hot water requirements, except at lunch and closing periods when the necessary additional amounts are automatically added and heated in a thermostatically controlled heater.

Following complete shut down of our steam plant, this office used during the period, November, 1923, to May, 1924, 60,120,422 pounds



of steam. During the same period of the last fiscal year, the consumption was 49,935,644 pounds of steam, making a saving in seven months of 10,184,778 pounds, which amounts to \$4,582.80. This saving was due largely to improvements in the heating system, and a closer regulation of the pressure on the system to supply actual requirements only.

One of the sheet metal jobs of particular interest has been the installation of two blower conveyor systems, one carrying the waste from a continuous trimmer in the pamphlet bindery and one carrying the waste from the Record trimmer. The trimmings are carried from machines directly to the waste paper baling room.

The personnel of the section has been reduced nearly 25 per cent; it was 26 at the beginning and 20 at the end of the fiscal year.

#### CARPENTER AND PAINT SHOP SECTION

The section was reduced from a personnel of 40 to 34 during the year. The repair jobs to buildings and equipment numbered 9,203, an average of 29 per day which is 3 less than the preceding year's daily average. The number of jacket jobs was 525 and included construction of the following equipment: 15 racks, 48 cabinets, 65 tables, 10 trucks. Boxes and crates for the shipment of postal cards, cores, etc., totaled 41,006; of this number 39,649 were for the shipment of postal cards alone.

An order by the Post Office Department for 176,000,000 cards in sheets, to take care of the anticipated requirements under the new postal law, suddenly jumped the average daily required number of wooden packing boxes to eight times the normal quantity. In 39 days the shop turned out 19,500 boxes, an average of 500 per day, as compared with the average of 74 per day for the other days of the year. To take care of this increased demand a night force was put on, both day and night forces worked overtime, and all parts of the regular carpenter shop equipment that could be used to advantage in carrying through the program was put into service. The largest single day's production totaled 780 boxes.

Lumber salvaged from packing boxes during the year totaled 360,000 board feet, and it furnished a large part of the required material for boxes, crates, and considerable repairs.

#### SANITARY SECTION

The section rolls carried 72 employees at the beginning of the year and 70 at the close, while the floor area was increased approximately 10,000 square feet by new construction. The actual increase in space in the production sections totals about the same amount as a result of the new money-order and postal-card quarters which are located in what was formerly storage space. The gross area per employee is consequently something over 10,000 square feet, much of which space is used by both day and night forces.

The section operates a laundry in which 862,400 towels were laundered during the year.

A drying tumbler was installed primarily for drying rags, which formerly were hung on lines and racks and required days to dry. The tumbler has proven a great help also in the laundering of

towels, saving \$450 per year in labor formerly used in shaking out the towels. In the laundering of rags, with which are now included greasy and oily rags which formerly were discarded, the quantity turned in to stores amounted to 6,869 pounds in the last quarter of the year as compared with 12,672 pounds for the entire previous year. Rags cost 15 cents per pound and are laundered at approximately 41¼ cents. This saving of 10¾ cents per pound on rags will amount, it is estimated, to \$2,950 for the present fiscal year.

#### REPORT OF THE MEDICAL AND SANITARY OFFICER

There were 12,846 treatments given to injured or sick employees of the Government Printing Office, of which 3,099 were surgical cases, requiring 4,996 redressings, and 4,751 medical cases; one death, due to apoplexy.

The surgical cases included:

Incised wounds.....	255
Contused wounds.....	455
Lacerated wounds.....	511
Punctured wounds.....	108
Abrasions.....	372
Sprains.....	206
Burns.....	172
Foreign bodies.....	417
Infections.....	260
Fractures.....	6
Dislocations.....	3
Miscellaneous.....	334
<b>Total.....</b>	<b>3,099</b>
Number of employees receiving compensation for time lost due to injury.....	8

#### PHYSICAL EXAMINATION

For entrance into the Government service, as provided by Executive order of June 18, 1923.....	566
For extension of two years, as provided by retirement act of May 22, 1920.....	90
Reexamination for probationary or permanent appointment.....	105
Examination for transfer to other work and fitness for duty.....	38
For life-extension service.....	12
Cafeteria employees.....	16
<b>Total.....</b>	<b>827</b>
Number of employees sent to United States Public Health Dispensary for diagnosis or treatment.....	19
Number of employees sent to United States Veterans' Bureau for treatment (at their request).....	8

#### CONTAGIOUS DISEASES

Smallpox: Exposed to smallpox, and kept under observation during period of incubation.....	3
Quarantined, because of direct exposure.....	2
Vaccinations, as a prophylaxis.....	1,072
Scarlet fever:	
Cases in the homes of employees <sup>1</sup> .....	22
Quarantine unsatisfactory, sent off duty.....	6
Diphtheria: Cases in homes of employees <sup>1</sup> .....	7

<sup>1</sup> These cases were investigated as to whether or not satisfactory quarantine was being observed.



Mumps.....	6
Syphilitic infection: Primary stage—sent off duty.....	2
Absenteeism: Number of employees absent due to illness, injury or illness in family:	
Report in person.....	957
Report by telephone.....	3, 739
Report by letter.....	128
Report by messenger.....	916
Total .....	5, 740

It is the policy of the administration of the Government Printing Office to assist the working forces to greater production, and to do so by selecting them with consideration as to their future fitness for the work they are expected to perform, helping them to be regular, dependable, and efficient and aiding them constantly to increase their value. For the accomplishment of this, important changes have been made in the workrooms, to better the working conditions, to give more air space, more room; and for a better "layout of the work," modern equipment has been installed; all means have been taken into consideration for the welfare, comfort, and contentment of the employees.

#### FEW CLAIMS FOR COMPENSATION

There were only eight (8) cases of injury in which claims were made before the United States Employees' Compensation Commission for compensation for time loss due to injury. There was not a case of injury due to any machine, appliance, or mechanism, severe enough to cause loss of time during the year. This is largely due to supervision and cooperation of the employees and to the fact that all machinery is equipped with safety guards.

The cases in which compensation was paid for time lost are as follows:

1. Contusion, left foot, piece of concrete fell on foot.
2. Contusion, left foot, iron bar fell on foot.  
(These men were doing reconstruction work in the old boiler room.)
3. Contusion, left leg, fell from bicycle—messenger.
4. Fracture, right arm, fell over telephone wire attached to desk.
5. Fracture, great toe, packing box fell on foot.
6. Laceration, left hand, while using truck, ran into a box.
7. Strain, sacroiliac articulation, fell on ice at entrance into office.
8. Hernia, due to lifting.

There was not an employee absent for a sufficient length of time to make a claim for compensation for time lost due to any wound infection during the year; this no doubt was due to immediate treatment given to all injured employees.

There has recently been an addition to the hospital section, a room so divided as to make a male ward, also a laboratory fully equipped for chemical and microscopic work. The Government Printing Office now has one of the finest and best-equipped industrial hospitals in the United States.

The Washington City Post Office has an emergency aid station with a nurse in charge, but has no night service. They have cases of such a nature that that institution is not prepared to handle. These cases have been receiving treatment at the Government Printing Office. During the last fiscal year there were 297 treatments given to employees of the Washington City Post Office.

Under authority of the act approved March 4, 1925, the Public Printer has discontinued the printing of such other and additional reports for the fiscal year ended June 30, 1925, as have usually been submitted to Congress concerning the business of the Government Printing Office. The original copies of such reports will be kept on file in the office of the Public Printer for public inspection, as provided for in said act.

Respectfully submitted.

*George H. Carter.*

*Public Printer.*



# STATISTICAL TABLES

(COMPILED BY SUPERINTENDENT OF ACCOUNTS AND BUDGET OFFICER)

TABLE NO. 1.—*Summary of financial transactions for fiscal year ended June 30, 1925*

RESOURCES		
Appropriation for salaries, Government Printing Office.....	\$157,880.00	
		\$157,880.00
Appropriation for working capital, allotted to Congress, Government Printing Office, and Architect of the Capitol for printing and binding.....	2,000,000.00	
Deficiency.....	3,200.00	
Transfers and payments for printing and binding for departments and bureaus and payments from various sources to June 30.....	9,579,126.09	
Due July 1, from departments and bureaus for printing and binding done.....	116,382.89	
		11,698,708.98
Appropriation for salaries, office of Superintendent of Documents.....		339,960.00
Appropriation for general expenses, office of Superintendent of Documents..		165,000.00
Total resources available for work of fiscal year 1925.....		\$12,361,548.98
LIABILITIES		
Salaries, Government Printing Office:		
Disbursed to June 30.....	\$138,301.06	
Outstanding obligations July 1.....	5,738.93	
Total disbursed and outstanding obligations.....		\$144,034.99
Working capital and repayments for printing and binding:		
Disbursed to June 30.....	10,513,057.99	
Outstanding obligations July 1.....	1,082,005.42	
Total disbursed and outstanding obligations.....		11,595,063.41
Salaries, office of Superintendent of Documents:		
Disbursed to June 30.....	315,244.04	
Outstanding obligations July 1.....	13,938.74	
Total disbursed and outstanding obligations.....		329,182.78
General expenses, office of Superintendent of Documents:		
Disbursed to June 30.....	116,941.80	
Outstanding obligations July 1.....	48,058.20	
Total disbursed and outstanding obligations.....		165,000.00
Total disbursed to June 30.....	11,083,544.89	
Total outstanding obligations July 1.....	1,149,736.29	
Total disbursed and outstanding obligations.....		12,233,281.18
Unobligated balance (subject to 10 per cent over or under on outstanding orders).....		128,267.80
		12,361,548.98

TABLE NO. 2.—*Financial transactions in fiscal year ended June 30, 1925, covering appropriations for fiscal years 1923, 1924, and 1925*

## APPROPRIATION FOR 1923

	Resources	Disbursements	Unexpended balance July 1, 1925
Public printing and binding:			
Unexpended balance July 1, 1924.....	\$500,272.21		
Credited to appropriation per payments by Government establishments and private individuals for printing and binding executed and by funds from miscellaneous sources.....	1,174.45		
Disallowances deposited.....	155.66		
Disbursed for material and supplies.....		\$9,468.38	
Total.....	501,602.32	9,468.38	\$492,133.94

TABLE NO. 2.—Financial transactions in fiscal year ended June 30, 1925, covering appropriations for fiscal years 1923, 1924, and 1925—Continued

## APPROPRIATION FOR 1923—Continued

	Resources	Disbursements	Unexpended balance July 1, 1925
Salaries, office of Public Printer:			
Unexpended balance July 1, 1924.....	\$22, 899. 43		\$22, 899. 43
Salaries, office of Superintendent of Documents:			
Unexpended balance July 1, 1924.....	12, 604. 94		12, 604. 94
General expenses, office of Superintendent of Documents:			
Unexpended balance July 1, 1924.....	9, 420. 69		9, 420. 69
Increase of compensation (\$240 bonus):			
Unexpended balance July 1, 1924.....	28, 428. 56		
Disallowances deposited.....	1. 54		
Total.....	28, 430. 10		28, 430. 10
Grand total appropriation.....	574, 957. 48	\$9, 468. 38	565, 489. 10
Deduct for outstanding obligations.....			125, 683. 91
Unobligated balance of 1923 appropriation on June 30, 1924.....			439, 805. 19

## APPROPRIATION FOR 1924

Public printing and binding:			
Unexpended balance July 1, 1924.....	\$562, 954. 49		
Deficiency act Dec. 5, 1924.....	3, 200. 00		
Credited to appropriations per payments by Government establishments and private individuals for printing and binding executed and by funds from miscellaneous sources.....	269, 465. 17		
Disallowances deposited.....	. 38		
Disbursed for labor.....		\$142, 428. 09	
Disbursed for paper.....		285, 269. 49	
Disbursed for lithographing and engraving.....		53, 073. 63	
Disbursed for material and supplies.....		183, 209. 13	
Total.....	835, 620. 04	663, 980. 34	\$171, 639. 70
Salaries, office of Public Printer:			
Unexpended balance July 1, 1924.....	17, 393. 27		
Disbursed.....		4, 849. 88	
Total.....	17, 393. 27	4, 849. 88	12, 543. 39
Salaries, office of Superintendent of Documents:			
Unexpended balance July 1, 1924.....	26, 906. 96		
Disbursed.....		11, 606. 70	
Total.....	26, 906. 96	11, 606. 70	15, 300. 26
General expenses, office of Superintendent of Documents:			
Unexpended balance July 1, 1924.....	52, 622. 50		
Disbursed.....		34, 165. 90	
Total.....	52, 622. 50	34, 165. 90	18, 456. 60
Salaries and expenses, Congressional Record Index:			
Unexpended balance July 1, 1924.....	758. 34		
Disbursed.....		758. 34	
Total.....	758. 34	758. 34	
Increase of compensation (\$240 bonus):			
Unexpended balance July 1, 1924.....	55, 297. 53		
Disallowance deposited.....	6. 85		
Disbursed.....		26, 204. 77	
Total.....	55, 304. 38	26, 204. 77	29, 099. 61
Grand total appropriation, 1924.....	988, 605. 49	741, 565. 93	247, 039. 56
Deduct for outstanding obligations.....			129, 008. 80
Unobligated balance of 1924 appropriation on June 30, 1924.....			118, 030. 76



TABLE NO. 2.—Financial transactions in fiscal year ended June 30, 1925, covering appropriations for fiscal years 1923, 1924, and 1925—Continued

## APPROPRIATION FOR 1925

	Resources	Disbursements	Unexpended balance July 1, 1925
Public printing and binding:			
Legislative act of June 7, 1924.....	\$2,000,000.00		
Deficiency act of Mar. 19, 1925.....	3,200.00		
Credited to appropriations per payments by Government establishments and private individuals for printing and binding executed and by funds from miscellaneous sources.....	9,579,126.09		
Transferred to interior civil ledger (retirement fund).....		\$152,000.00	
Disbursed for labor.....		6,855,479.09	
Disbursed for paper.....		2,768,562.95	
Disbursed for lithographing and engraving.....		54,266.33	
Disbursed for material and supplies.....		682,749.62	
Total.....	11,582,326.09	10,513,057.99	\$1,069,268.10
Salaries, office of Public Printer:			
Legislative act of June 7, 1924.....	157,880.00		
Transferred to interior civil ledger (retirement fund).....		2,806.00	
Disallowances deposited.....	3.10		
Disbursed.....		135,498.16	
Total.....	157,883.10	138,304.16	19,578.94
Salaries, office of Superintendent of Documents:			
Legislative act of June 7, 1924.....	339,960.00		
Transferred to interior civil ledger (retirement fund).....		7,506.00	
Disbursed.....		307,738.04	
Total.....	339,960.00	315,244.04	24,715.96
General expenses, office of Superintendent of Documents:			
Legislative act of June 7, 1924.....	165,000.00		
Disbursed.....		116,941.80	
Total.....	165,000.00	116,941.80	48,058.20
Grand total appropriation, 1925.....	12,245,169.19	11,083,547.99	1,161,621.20
Add payment due Government Printing Office for printing and binding.....			116,382.89
Deduct for outstanding obligations.....			1,278,004.09 1,149,736.29
Unobligated balance of 1925 appropriation on June 30, 1925.....			128,267.80
Total unobligated balances (subject to change by 10 per cent over or under on outstanding obligations):			
1923.....			439,805.19
1924.....			118,030.76
1925.....			128,267.80
Total.....			686,103.75

## RECAPITULATION—ALL APPROPRIATIONS

Total paid for labor during fiscal year.....	<sup>1</sup> \$7,149,907.18
Total paid for material and supplies.....	875,427.13
Total paid for lithographing and engraving.....	107,339.96
Total paid for paper.....	3,053,832.44
Total paid for printing and binding.....	11,186,506.71
Total paid for salaries during fiscal year.....	<sup>2</sup> 143,154.04
Total paid for salaries, office of Superintendent of Documents.....	<sup>3</sup> 326,850.74
Total paid for expenses, office of Superintendent of Documents.....	151,107.70
Total paid for salaries and expenses, Congressional Record Index.....	758.34
Total paid for increase of compensation (\$240 bonus).....	26,204.77
Grand total.....	11,834,582.30

<sup>1</sup> Includes amount paid to retirement fund..... \$152,000<sup>2</sup> Includes amount paid to retirement fund..... 2,806<sup>3</sup> Includes amount paid to retirement fund..... 7,506

Total paid to retirement fund..... 162,312

TABLE NO. 3.—*Moneys received during fiscal year 1925, the source, and Treasury deposit*

1922		
Deposited to the credit of appropriation for public printing and binding:		
Deposited for miscellaneous printing		\$68.98
1923		
Deposited for miscellaneous printing	\$1,174.45	
Auditor's disallowance	155.66	
		1,330.11
Increase of compensation:		
Refund for overpayment		1.54
1924		
Deposited to the credit of appropriation for public printing and binding:		
Deposited for printing for departments and bureaus	253,498.91	
Deposited for miscellaneous printing	14,140.78	
Refunds	1,575.41	
Auditor's disallowance	.38	
Expense incurred in making sales of waste paper, condemned material, etc.	250.07	
		269,465.55
Increase of compensation:		
Auditor's disallowance		1.52
Refund for overpayment		5.33
1925		
Deposited to the credit of appropriation for public printing and binding:		
Deposited for printing for departments and bureaus	9,498,634.54	
Deposited for miscellaneous printing	63,470.29	
Refunds	1,400.70	
Repairs to motor-cycle and truck	46.57	
Auditor's disallowance	452.13	
Expense incurred in making sales of waste paper, condemned material, etc.	15,121.86	
		9,579,126.09
Deposited to the credit of miscellaneous receipts:		
Sale of waste paper	46,051.08	
Sale of waste wood	1,293.39	
Sale of waste metal	4,412.93	
Sale of condemned material, machinery, etc.	6,297.54	
Sale of waste gold	4,057.62	
Surplus receipts from sales of documents	157,446.65	
		219,559.21
Total		10,069,558.33

TABLE NO. 4.—*Production of principal items entering into printing and binding in fiscal years 1923, 1924, and 1925*

Item	1923	1924	1925
Main office and Congressional Library branch:			
Total charges for printing and binding.....dollars	9,734,188.62	9,279,921.37	12,332,954.66
Jackets written.....number	54,166	54,946	52,731
Estimates written.....do	43,606	45,562	45,830
Bills computed.....do	64,670	63,986	66,000
Total number of ems set.....do	1,963,371,800	2,044,664,900	2,128,394,700
Hours of time work in composing sections.....do	269,572	276,204	274,609
Electrotype and stereotype.....square inches	11,353,505	10,641,184	10,447,231
Postal cards printed.....number	1,180,991,000	1,253,073,180	1,595,376,890
Money-order books shipped.....do	907,406	948,460	1,102,503
Forms sent to press.....do	144,464	151,386	145,005
Actual impressions.....do	490,311,561	480,293,692	471,384,300
Chargeable impressions.....do	2,151,586,004	2,051,135,651	2,129,585,506
Sheets folded by machine.....do	209,299,225	242,954,732	235,489,426
Signatures gathered by machine.....do	162,134,538	148,237,041	139,940,616
Tips made by machine.....do	5,560,534	8,943,186	7,217,929
Copies wire-stitched.....do	48,631,333	52,261,582	46,426,889
Copies paper-covered.....do	7,032,577	6,195,993	4,583,788
Books and pamphlets trimmed.....do	62,701,960	58,187,509	56,726,117
Books rounded and backed.....do	1,283,636	1,336,066	1,192,311
Books marbled and edged.....do	149,514	188,675	150,359
Stamping impressions.....do	2,425,567	2,714,567	2,742,491
Books cased in.....do	1,352,127	1,371,196	1,257,079
Indexes cut.....do	105,257	131,419	140,311
Sheets passed through ruling machines.....do	27,983,644	24,136,850	21,096,848
Signatures sewed.....do	91,638,047	79,653,610	83,821,611
Copies punched or drilled.....do	79,532,374	79,323,823	102,005,765
Sheets or lines perforated.....do	7,907,635	8,547,095	6,582,474
Tablets made.....do	2,796,833	3,081,257	2,850,376
Miscellaneous rebindings, etc.....do	79,243	80,259	93,295

<sup>1</sup> Includes \$800,000 estimated labor and material expended on uncompleted jobs.



TABLE NO. 5.—Charges for work executed for Congress, departments, and independent Government establishments during the fiscal year ended June 30, 1925

Congress	\$1, 853, 729. 16
Miscellaneous charges to Members of Congress	676. 31
Private orders	18, 573. 05
Private orders for speeches by Members of Congress	45, 597. 06
Superintendent of Documents	484, 196. 56
State	144, 570. 51
Treasury	1, 014, 824. 79
War	669, 468. 41
Navy	574, 143. 78
Interior	300, 501. 42
Patent Office	903, 134. 08
Geological Survey	112, 392. 29
Smithsonian Institution	52, 259. 98
Justice	174, 245. 69
Post Office	2, 227, 481. 96
Agriculture	900, 070. 04
Commerce	623, 835. 96
Labor	264, 797. 13
Library of Congress	257, 533. 79
White House	3, 268. 81
Pan American Union	35, 186. 67
Supreme Court, D. C.	4, 173. 79
Supreme Court, U. S.	25, 522. 31
Court of Claims	41, 758. 01
Interstate Commerce Commission	140, 140. 83
Civil Service Commission	58, 132. 48
Geographic Board	203. 78
General Accounting Office	25, 424. 57
Alien Property Custodian	4, 980. 31
Bureau of the Budget	24, 477. 54
Commissioners, D. C.	8, 270. 08
Employees' Compensation Commission	4, 225. 96
Federal Reserve Board	58, 922. 47
Federal Board for Vocational Education	12, 960. 51
Federal Trade Commission	20, 032. 30
National Advisory Committee for Aeronautics	14, 109. 33
Panama Canal	17, 550. 52
Railroad Administration	9, 222. 41
Railroad Labor Board	8, 012. 11
Shipping Board	80, 225. 59
Tariff Commission	23, 420. 49
Veterans' Bureau	273, 838. 46
War Finance Corporation	5, 302. 03
Public Buildings and Public Parks	3, 314. 77
Arlington Memorial Bridge Commission	5. 14
American Battle Monuments Commission	127. 02
Bureau of Efficiency	816. 32
Commission of Fine Arts	260. 60
Federal Power Commission	4, 315. 58
Grant Memorial Commission	1, 800. 00
National Forest Reservation Commission	295. 66
National Home for Disabled Volunteer Soldiers	39. 41
Rock Creek and Potomac Parkway Commission	20. 67
Special Council, oil leases, etc.	566. 16
Total	11, 532, 954. 66

<sup>1</sup> This amount includes \$409,013.52, charge for blank paper.

TABLE No. 6.—Operating expense for the fiscal year ended June 30, 1925

## NONPRODUCTIVE DIVISIONS

(This expense absorbed by productive divisions)

[illegible]



## PRODUCTIVE DIVISIONS

(Nonproductive divisions' expense included in third figure column)

Division, office, or section	Salaries, wages, material, and supplies for maintenance and operation		Overhead charges on salaries, wages, material, and supplies		Repairs, new work, miscellaneous charges, gas, and power	Stock issued, illustrations outside purchases vouchered	Reconciliation between orders, and same items computed	Total	Credits by work for other sections	Total productive divisions' expense
	Per cent	Amount	Per cent	Amount						
Job.....		\$190,903.86		\$81,193.60	\$62,182.60			\$534,279.96	\$32,990.92	\$302,189.04
Linotype.....	42.5311	42,531.11	42.5311	42,531.11	749,007.21			1,586,058.32	107,681.88	1,478,476.44
Monotype.....	43.3725	378,560.96	43.3725	378,560.96	919,353.04			2,170,726.56	333,382.81	1,837,343.75
Hand.....	42.2862	118,499.21	42.2862	118,499.21	66,026.49			464,757.07	297,703.89	167,053.18
Proof.....	40.7997	263,393.62	40.7997	263,393.62	26,528.33			935,798.27	935,798.27	
Apprentice.....	48.6088	56,677.24	48.6088	56,677.24	20,429.72			308,150.16	96,372.78	214,992.88
Platemaking.....	42.8481	85,066.88	42.8481	85,066.88	24,552.01			1,193,561.71	93,157.22	1,100,404.49
Photo-engraving.....	38.0108	21,278.68	38.0108	21,278.68	13,482.61			90,741.40	126.80	90,614.60
Press.....	40.8212	337,665.41	40.8212	337,665.41	153,834.82	\$129.82		1,318,809.51	3,138.02	1,315,671.49
Pamphlet binding.....	42.5036	196,831.07	42.5036	196,831.07	23,404.07	11,931.23		695,258.73	8,098.51	687,160.22
Ruling and sewing.....	43.2527	118,931.99	43.2527	118,931.99	15,595.59	69,699.52		479,196.61	13,938.09	465,258.52
Forwarding and finishing.....	42.8527	209,014.35	42.8527	209,014.35	38,513.38	146,369.20		881,647.62	21,994.88	859,652.74
Money order.....	36.2545	13,129.26	36.2545	13,129.26	5,148.09	96,523.85		158,529.86	281.65	158,248.21
Postal card.....	32.1049	39,418.82	32.1049	39,418.82	23,844.86	611,106.18		790,922.07		790,922.07
Library printing branch.....	33.2326	16,184.10	33.2326	16,184.10	9,356.87	19,075.04		93,315.37	3,502.89	89,812.48
Library binding branch.....	35.7434	30,789.08	35.7434	30,789.08	2,113.46	6,746.60		125,788.33	9,759.13	116,029.20
Cutting and packing.....	36.5169	29,210.57	36.5169	29,210.57	12,975.57	388,924.59	-\$1,419.94	509,682.56		509,682.56
Metal.....	25.2732	4,150.48	25.2732	4,150.48	2,306.99			22,879.82	22,879.82	
Details.....	3,016.29				47.25	59.48		24,335.48		24,335.48
Stores.....	39.8957	41,846.72	39.8957	41,846.72	8,607.19			155,344.06	6,367.77	148,976.29
Ink.....	25.7347	6,279.80	25.7347	6,279.80	3,046.32			33,728.11	31,690.02	2,038.09
Paper stock—Press division.....						2,005,231.04	—44,189.07	1,964,041.97		1,964,041.97
Illustrations.....						99,259.60	+20,970.02	120,229.52		120,229.52
Outside purchases.....						1,212.02	+671.90	1,883.92		1,883.92
Work for stock returned to stores.....							—34,553.60	31,574.08		31,574.08
Light and power city post office.....										
Superintendent of Documents—other than printing and binding.....										
Total.....	41.4192	2,299,048.67	41.4192	2,299,048.67	2,267,175.57	3,450,268.07	—53,520.09	13,530,926.85	2,023,464.85	11,507,462.00

<sup>1</sup> Grand total expense of all apprentices.<sup>2</sup> Expense of apprentice section, eliminating details to other divisions.

TABLE 7.—*Classified statement of printing and binding executed for Congress, the executive and judicial departments and independent Government establishments, and total charges for principal items thereof during fiscal year ended June 30, 1925*

Kind or description of work	Number of copies	Number of type pages	Publications bound	Charge for composing-room work except alterations	Charge for author's alterations	Charge for electrotyping or stereotyping	Charge for pressroom work	Charge for bindery work	Charge for illustrations or engravings	Charge for paper	Charge for rush overtime work	Charge for miscellaneous items	Total charge
Letterheads, noteheads, and envelopes.....	113, 669, 554	-----	-----	\$15, 776.38	\$50. 27	\$1, 034. 40	\$55, 572. 71	\$13, 760. 80	\$41. 10	\$120, 481. 00	\$28. 74	\$253. 92	\$206, 999. 32
Embossed letterheads, noteheads, and envelopes.....	677, 120	-----	-----	11. 56	-----	3. 73	3, 066. 80	316. 99	1. 50	2, 431. 40	-----	85. 49	5, 917. 47
Blanks, notices, schedules, cards, etc.....	2, 828, 523, 402	-----	-----	308, 829. 91	16, 766. 69	25, 485. 78	421, 079. 32	335, 531. 82	10, 997. 66	1, 027, 385. 51	4, 289. 34	1, 057, 279. 62	3, 207, 645. 65
Blank books with patent backs, etc.....	3, 514	-----	-----	3, 492. 40	86. 56	207. 41	2, 124. 03	32, 257. 24	-----	6, 690. 04	208. 83	47. 32	45, 114. 83
Blank books without patent backs.....	2, 252, 454	-----	-----	15, 608. 49	492. 78	3, 511. 08	71, 689. 60	278, 175. 31	622. 18	117, 900. 95	403. 98	103. 44	488, 507. 81
Binding newspapers, documents, reports, etc.....	66, 295	-----	-----	-----	-----	-----	-----	270, 993. 27	-----	-----	2. 96	-----	270, 996. 23
Loose-leaf and other patent binders, etc.....	642	-----	-----	-----	-----	-----	-----	1, 189. 94	-----	14. 48	-----	862. 64	2, 067. 06
Publications smaller than octavo.....	3, 665, 825	23, 743	75, 594	39, 320. 06	3, 000. 67	5, 551. 98	11, 562. 75	38, 571. 01	1, 772. 64	20, 634. 72	433. 24	-----	120, 877. 07
Octavo publications.....	63, 156, 098	637, 233	1, 307, 493	1, 351, 043. 10	126, 341. 70	130, 309. 93	328, 402. 18	746, 333. 86	128, 352. 51	518, 138. 36	86, 298. 80	141. 54	3, 415, 361. 98
Royal octavo publications.....	1, 606, 739	76, 384	48, 462	143, 497. 18	26, 309. 64	10, 850. 67	36, 061. 48	50, 624. 06	12, 977. 48	32, 937. 39	7, 567. 54	-----	320, 825. 44
Quarto publications.....	5, 508, 312	101, 360	33, 324	349, 940. 16	27, 287. 12	23, 212. 55	57, 065. 10	80, 068. 20	24, 423. 26	76, 810. 06	9, 798. 25	12	648, 604. 82
Miscellaneous publications.....	14, 950, 885	735, 803	288, 153	18, 930. 89	1, 112. 88	1, 880. 23	77, 840. 39	205, 091. 59	14, 058. 07	142, 140. 53	216. 50	17. 49	461, 288. 57
General miscellaneous charges.....	-----	-----	-----	32, 420. 38	6, 277. 49	17, 455. 63	12, 527. 74	53, 150. 78	14, 424. 66	63, 213. 92	4, 399. 77	290, 684. 65	494, 555. 02
Congressional Record for year.....	3, 181, 150	24, 788	87, 000	111, 851. 12	4, 464. 23	34, 867. 33	51, 481. 31	139, 648. 62	7. 76	63, 619. 12	41, 979. 44	-----	447, 908. 93
Bills, resolutions, and amendments.....	-----	32, 025	-----	77, 359. 31	15. 91	-----	31, 537. 79	5, 206. 71	-----	4, 327. 36	37, 228. 50	-----	155, 675. 58
Specifications of patents, trade-marks, etc.....	5, 298, 862	149, 643	-----	533, 680. 54	7, 806. 57	23. 17	67, 598. 15	3, 687. 68	11. 75	13, 831. 01	-----	-----	626, 638. 87
Official Gazette, Patent Office.....	306, 496	15, 709	-----	118, 550. 73	314. 64	-----	23, 385. 11	19, 030. 54	15, 999. 25	27, 676. 22	-----	-----	204, 956. 49
Blank paper.....	-----	-----	-----	-----	-----	-----	-----	-----	-----	387, 378. 10	-----	21, 635. 42	409, 013. 52
Total.....	3, 042, 267, 348	1, 796, 688	1, 840, 026	3, 120, 312. 21	220, 327. 15	254, 413. 89	1, 250, 994. 46	2, 273, 638. 42	223, 680. 82	2, 625, 610. 17	192, 856. 89	1, 371, 111. 65	11, 532, 954. 66



TABLE 8.—Inventory of quantity and cost of paper and envelopes, material and supplies, and machinery and equipment on hand June 30, 1925

Description	Reams	Pounds	Cost
Paper and envelopes:			
M. F. book.....	47, 373		\$128, 685. 14
Do.....		1, 986, 272	108, 877. 45
Coated book.....	1, 761		16, 150. 19
U. S. M. O. writing.....		103, 595	13, 851. 86
Safety writing.....	285		1, 718. 80
Sulphite writing.....	9, 781		22, 272. 62
Do.....		154, 284	10, 057. 71
Map and bond.....	46, 206		224, 172. 61
Do.....		43, 649	4, 004. 52
Ledger.....	4, 749		79, 280. 99
Cover.....	2, 644		13, 601. 66
Manila.....	5, 722		29, 801. 93
Do.....		335, 000	18, 660. 25
Manila board.....	307		3, 589. 06
Do.....		159, 500	8, 453. 70
Cardboard.....	177		3, 096. 40
Bristol board.....	1, 991		21, 174. 31
Do.....		667, 500	37, 556. 54
Miscellaneous.....	2, 281		64, 627. 59
Do.....		10, 549	876. 47
Binder's board.....		418, 300	13, 157. 12
Envelopes.....			24, 886. 54
Total, paper and envelopes.....			848, 583. 46
Other material and supplies:			
Miscellaneous supplies.....			191, 543. 68
Book cloth.....			21, 655. 24
Ink ingredients.....			7, 462. 92
Leather.....			9, 246. 42
Ink (made in office).....			1, 967. 21
Total material and supplies.....			231, 875. 47
Total material and supplies, paper and envelopes.....			1, 080, 458. 93
Machinery and equipment:			
Machinery.....			3, 033, 492. 28
Equipment.....			380, 082. 33
Total, machinery and equipment.....			3, 413, 574. 61
Grand total.....			4, 494, 033. 54

TABLE No. 9.—*Publications, including annual reports and documents, printed upon requisition during the fiscal year ended June 30, 1925, for departments and independent Government establishments (Congress not included).*

	Copies, 1924	Copies, 1925
State.....	334,689	432,701
Treasury.....	8,564,565	3,603,319
War.....	10,116,699	11,384,690
Navy.....	2,028,584	1,766,336
Interior.....	3,259,478	3,350,305
Justice.....	25,211	20,867
Post Office.....	1,572,704	1,812,161
Agriculture.....	30,335,822	26,371,901
Commerce.....	3,193,194	3,305,141
Labor.....	1,749,181	1,970,268
Smithsonian Institution.....	109,079	155,039
Library of Congress.....	116,430	142,895
Executive Office.....	37,051	26,786
Pan American Union.....	261,654	238,104
Supreme Court, District of Columbia.....	62	2,431
Supreme Court, United States.....	34,497	28,500
Court of Claims.....	1,330	6,498
Bureau of Efficiency.....	3,010	1,519
Federal Power Commission.....	8,037	4,516
Interstate Commerce Commission.....	2,373,391	1,917,211
Civil Service Commission.....	331,762	180,876
U. S. Geographic Board.....	4,600	3,700
General Accounting Office.....	8,431	10,285
Alien Property Custodian.....	862	4,014
Commissioners, District of Columbia.....	10,790	31,219
Employees' Compensation Commission.....	4,007	15,416
Veterans' Bureau.....	744,216	461,575
Federal Board for Vocational Education.....	73,404	65,333
Federal Reserve Board.....	564,928	445,109
Federal Trade Commission.....	45,473	43,130
National Advisory Committee for Aeronautics.....	13,202	19,110
Panama Canal.....	2,183	2,355
Railroad Administration.....	10,225	8,170
Shipping Board.....	232,423	368,483
Tariff Commission.....	15,462	14,509
Railroad Labor Board.....	40,011	20,001
National Forest Reservation Commission.....	1,000	5,000
War Finance Corporation.....	37,983	3,014
Commission of Fine Arts.....	1,004	1,005
Federal Fuel Distributor.....	5,000	-----
Bureau of the Budget.....	-----	42,558
Miscellaneous.....	2,576	2,117
Total.....	66,274,210	58,288,167

TABLE No. 10.—*Condemned machinery, material, etc., sold in fiscal year ended June 30, 1925*

Sale of condemned material, machinery, etc.....	\$6,297.54
Sale of waste wood.....	1,293.39
Sale of waste metal.....	4,412.93
Sale of waste paper.....	46,051.08
Sale of waste gold.....	4,057.62
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	62,112.56